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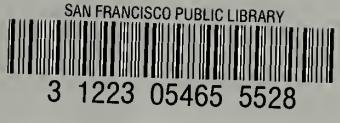

SAN FRANCISCO
PORT COMMISSION

SPECIAL MEETING
3:30 P.M., JUNE 10, 1997 ←←PLEASE NOTE THE TIME OF THE MEETING
FERRY BUILDING, SUITE 3100
SAN FRANCISCO, CALIFORNIA

AGENDA

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1. **ROLL CALL**

2. **NEW BUSINESS/PUBLIC COMMENT**

Public comment is permitted on any matter within Port jurisdiction, and is not limited to agenda items. Public comment on non-agenda items may be raised during New Business/Public Comment. Please fill out a speaker card and hand it to the Commission Secretary. Each speaker is limited to three minutes.

3. **EXECUTIVE SESSION**

A. CONFERENCE WITH REAL PROPERTY NEGOTIATOR - ***This session is closed to any non-City/Port representative.****

1) Property: Port property located at Berry Street and Second Street (China Basin).
Person Negotiating: Port representative: Douglas F. Wong, Executive Director
*San Francisco Giants Representative: Larry Baer, Executive Vice President

Under Negotiation: ____ Price ____ Terms of Payment __✓__ Both
An executive session has been calendared to discuss real property negotiations between the Port and San Francisco Giants, regarding the proposed ballpark.

This is specifically authorized under California Government Code Section 54956.8.

B. CONFERENCE WITH REAL PROPERTY NEGOTIATOR - ***This session is closed to any non-City/Port representative.****

1) Property: Port property located at Seawall Lot 315, 316, 317 (Francisco Bay Office Park)
Person Negotiating: Port representative: V.Fei Tsen, Director, Real Estate and Asset Management
*The Broe Company Representative: Bob Jacobs

3 1223 05465 5528

Under Negotiation: ____ Price ____ Terms of Payment __✓ Both
An executive session has been calendared to discuss real property negotiations between the Port and the Broe Company, regarding SWL 315, 316, 317 (Francisco Bay Office Park)

This is specifically authorized under California Government Code Section 54956.8.

C. CONFERENCE WITH LEGAL COUNSEL REGARDING ANTICIPATED LITIGATION MATTER:

1) Initiation of Litigation pursuant to subdivision (c) of California Government Code Section 54956.9 (1 case)

a. Red and White Fleet, Inc. (formerly Harbor Carriers, Inc., a subsidiary of Crowley Corporation) operating at Pier 41.

D. Vote in open session on whether to disclose Executive Session discussions (S.F. Admin. Code Sec. 67.14)

4. ADJOURNMENT

SAN FRANCISCO
PORT COMMISSION

JUNE 10, 1997
MINUTES OF THE SPECIAL MEETING

MEMBERS, PORT COMMISSION

HON. MICHAEL HARDEMAN, PRESIDENT
HON. DENISE McCARTHY, VICE PRESIDENT
HON. FRANKIE G. LEE
HON. JAMES HERMAN

DOUGLAS F. WONG, EXECUTIVE DIRECTOR

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CITY AND COUNTY OF SAN FRANCISCO
PORT COMMISSION

MINUTES OF THE SPECIAL MEETING
JUNE 10, 1997

1. ROLL CALL

The meeting was called to order by Commission President Michael Hardeman at 3:37 p.m. Commissioners Hardeman, McCarthy and Lee were present. Commissioner Herman was not present.

2. NEW BUSINESS/PUBLIC COMMENT

Jacky Douglas commented that she has a boat at Fisherman's Wharf called "Wacky Jacky." She works hard in the fishing industry and fought hard in the water issues. She has a grievance to make because the fishing seasons have been shortened. She's seen people go to other ports because they cannot keep up with the tourist industry. She has talked to people all the way up the ranks and would like to have fishing back in the wharf. She feels that it is not fair since she cannot do tourism in her off season or during bad weather and has curtailed her livelihood. She asked for the Commission's advice. Executive Director Douglas Wong suggested that Fei Tsen, Director of Real Estate and Asset Management, will be in contact with Ms. Douglas to address her concerns.

3. EXECUTIVE SESSION

At 3:43 p.m., the Commission Secretary announced that the Commission will withdraw to executive session to discuss the following:

A. CONFERENCE WITH REAL PROPERTY NEGOTIATOR - ***This session is closed to any non-City/Port representative.****

1) Property: Port property located at Berry Street and Second Street (China Basin).
Person Negotiating: Port representative: Douglas F. Wong, Executive Director
*San Francisco Giants Representative: Larry Baer, Executive Vice President

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An executive session has been calendared to discuss real property negotiations between the Port and San Francisco Giants, regarding the proposed ballpark.

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1) Property: Port property located at Seawall Lot 315, 316, 317 (Francisco Bay Office Park)
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*The Broe Company Representative: Bob Jacobs

Under Negotiation: ____ Price ____ Terms of Payment __✓ Both
An executive session has been calendared to discuss real property negotiations between the Port and the Broe Company, regarding SWL 315, 316, 317 (Francisco Bay Office Park)

This is specifically authorized under California Government Code Section 54956.8.

C. CONFERENCE WITH LEGAL COUNSEL REGARDING ANTICIPATED LITIGATION MATTER:

1) Initiation of Litigation pursuant to subdivision (c) of California Government Code Section 54956.9 (1 case)

a. Red and White Fleet, Inc. (formerly Harbor Carriers, Inc., a subsidiary of Crowley Corporation) operating at Pier 41.

At 4:24 p.m., Commissioners Hardeman, McCarthy and Lee returned from executive session and convened in open session.

ACTION: Commissioner McCarthy moved approval to disclose the discussion on Item 3C in the executive session and recommend approval of the settlement be made as part of Item 5A on the agenda and moved approval to not disclose discussions of the other items in the executive session; Commissioner Lee seconded the motion. All of the Commissioners were in favor.

The meeting was adjourned at 4:25 p.m.

SAN FRANCISCO
PORT COMMISSION

REGULAR MEETING
4:00 P.M., JUNE 10, 1997
FERRY BUILDING, SUITE 3100
SAN FRANCISCO, CALIFORNIA

AGENDA

1. **ROLL CALL**

2. **APPROVAL OF MINUTES** - May 12, 1997 Special Meeting
   - May 27, 1997 Regular Meeting

3. **EXECUTIVE**

   A. Executive Director's Report

4. **MARITIME**

5. **REAL ESTATE AND ASSET MANAGEMENT**

   A. Consent to assignment of leases by Red & White Fleet, Inc. to Fisherman's Wharf Bay Cruise Corporation for premises at Pier 43-½ and to Blue & Gold Fleet, Limited Partnership, for premises at Pier 41, both located on the Embarcadero at Fisherman's Wharf. (Resolution No. 97-45)

   B. Approval of ten-year lease with Big "C" Traders, Ltd. for maritime related office activities at Pier 1-½ (the Embarcadero between Washington and Jackson Street). (Resolution No. 97-46)

6. **FACILITIES & OPERATIONS**

   A. Status of Pier 98 Wetlands Enhancement and Public Access Project.

7. **PLANNING & DEVELOPMENT**

   A. Approval of fifth amendment for the Professional Services Contract No. SA 3930045, "Downtown Ferry Terminal Project," to authorize additional design and documentation work with the ROMA Design Group. (Resolution No. 97-47)

   B. Public hearing on the Draft Waterfront Design and Access Element and proposed updating amendments to the Waterfront Land Use Plan.

8. **FINANCE AND ADMINISTRATION**

9. **CONSENT CALENDAR**

10. **NEW BUSINESS / PUBLIC COMMENT**

Public comment is permitted on any matter within Port jurisdiction, and is not limited to agenda items. Public comment on non-agenda items may be raised during New Business/Public Comment. Please fill out a speaker card and hand it to the Commission Secretary. If you have any questions regarding the agenda, please contact the Commission Secretary at 274-0406.

11. **ADJOURNMENT**

DISABILITY ACCESS

The Port Commission office is located on the third floor of the Ferry Building, Suite 3100. The Port office is wheelchair accessible. Accessible seating for persons with disabilities (including those using wheelchairs) will be available. The closest accessible BART station is Embarcadero Station located at Market and Steuart Streets. The closest accessible MUNI Metro station is Embarcadero station located at Market and Spear Streets. Accessible MUNI lines serving the Ferry Building are the 9, 31, 32 and 71. For more information about MUNI accessible services, call 923-6142.

There is accessible parking at the Ferry Building and at the public lot in the Embarcadero median in front of the Ferry Building. Assistive listening devices are available for use in the Port Commission Meeting.

The following services are available on request 72 hours prior to the meeting. Please contact Kevin Jensen at (415) 274-0555. Late requests will be honored if possible.

- American Sign Language Interpreters
- A Sound Enhancement System
- Large Print of the Agenda
- The use of a reader during the meeting
- Minutes of the Meeting in Alternative Formats

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Know Your Rights Under the Sunshine Ordinance

Government's duty is to serve the public, reaching its decisions in full view of the public. Commissions, boards, councils and other agencies of the City and County exist to conduct the people's business. This ordinance assures that deliberations are conducted before the people and that City operations are open to the people's review. For more information on your rights under the Sunshine Ordinance (Chapter 67 of the San Francisco Administrative Code) or to report a violation of the ordinance, contact the Sunshine Ordinance Task Force at 554-4851.

PORT OF SAN FRANCISCO

Ferry Building
San Francisco, CA 94111
Telephone 415 274 0400
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Fax 415 274 0528
Cable SFPORTCOMM
Writer

MEMORANDUM

June 3, 1997

TO: MEMBERS, PORT COMMISSION
Hon. Michael Hardeman, President
Hon. Denise McCarthy, Vice President
Hon. Frankie Lee
Hon. James R. Herman

FROM: Douglas F. Wong
Executive Director

SUBJECT: Consent to assignment of leases by Red & White Fleet, Inc. to Fisherman's Wharf Bay Cruise Corporation for premises at Pier 43½ and to Blue & Gold Fleet, L. P., for premises at Pier 41, both located on The Embarcadero at Fisherman's Wharf

DIRECTOR'S RECOMMENDATION: CONSENT TO ASSIGNMENT OF LEASES

Red & White Fleet, Inc. ("Red & White"), which is owned by Crowley Maritime Corporation, operates a ferry and excursion business pursuant to two leases with the Port (Lease Nos. L-9183 and L-9176) for premises located on The Embarcadero at Fisherman's Wharf. Port Lease No. L-9183 is for premises located at Pier 41 ("Pier 41 Lease."), and Port Lease #L-9176 is for premises located at Pier 43½ ("Pier 43½ Lease"). The term of the Pier 41 Lease commenced April 1, 1975 and terminates March 31, 2015, while the term of the Pier 43½ Lease commenced August 1, 1975 and terminates July 31, 2000. Both leases provide for the payment of base rent and percentage rent based upon the gross receipts of the operations involving the premises.

In 1993, disputes developed between the Port and Red & White regarding the gross revenues and receipts reported to the Port by Red & White pursuant to the Pier 41 Lease and the Pier 43½ Lease and regarding the manner in which percentage rents paid to the Port under these leases was calculated. Other disputes also developed between the Port and Red & White regarding these leases.

THIS PRINT COVERS CALENDAR ITEM No. 5A

In 1995, Red & White requested that the Port consent to the assignment of both the Pier 41 Lease and the Pier 43½ Lease to Blue & Gold Fleet, L. P. ("Blue & Gold"), an affiliate of Pier 39 Limited Partnership. The Port took the position that it would not consent to this assignment until the disputes between the Port and Red & White were satisfactorily resolved. A settlement agreement was subsequently reached between the Port and Red & White, and on June 25, 1996, the Port Commission by Resolution No. 96-70 consented to the assignment of these leases to Blue & Gold. However, the California Attorney General subsequently challenged the contemplated sale of the Red & White assets and the assignment of the Pier 41 Lease and the Pier 43½ Lease to Blue & Gold, and required that Red & White sell a portion of its assets, including the Pier 43½ Lease, to an entity other than Blue & Gold. Following a solicitation of proposals, Red & White entered into an agreement to sell its leasehold interest in the Pier 43½ Lease to a new entity -- Fisherman's Wharf Bay Cruise Corporation ("Bay Cruise Corporation"). This agreement also provided for the sale to Bay Cruise Corporation of the "Red & White" name, three passenger vessels, and Red & White's Bay Cruise and Bay Charter operations.

Bay Cruise Corporation, however, conditioned its purchase from Red & White upon the term of the Pier 43½ Lease being extended to a term similar to that of the Pier 41 Lease, so that Bay Cruise Corporation could be more competitive with Blue & Gold. This required an amendment to the settlement agreement with Red & White, including an extension of its term, as well as payment of an extension fee and an increase in the base rent for the Pier 43½ Lease. Subject to the approval of this amendment to the settlement agreement with Red & White by the Port Commission, Port staff recommends that the Port Commission consent to the assignment of the Pier 41 Lease from Red & White to Blue & Gold, and the assignment of the Pier 43½ Lease from Red & White to Bay Cruise Corporation. These assignments will be subject to all the terms and conditions of the settlement agreement with Red & White.

Prepared by: Kirk W. Bennett, Sr. Property Manager, Northern Waterfront/Fisherman's Wharf

PORT COMMISSION
CITY AND COUNTY OF SAN FRANCISCO

Resolution No. 97-45

WHEREAS, Charter B3.581 empowers the Port Commission with the power and duty to use, conduct, operate, maintain, manage, regulate and control the Port area of San Francisco; and

WHEREAS, under Charter Section B3.581(g) leases granted or made by the Port Commission shall be administered exclusively by the operating forces of the Port Commission; and

WHEREAS, Port Commission consent is being sought for the assignment of Port Lease No. L-9183, regarding certain premises located at Pier 41, from Red & White Fleet, Inc. to Blue & Gold Fleet, L.P., a Delaware Limited Partnership; and

WHEREAS, Port Commission consent is being sought for the assignment of Port Lease No. L-9176, regarding certain premises located at Pier 43-½, from Red & White Fleet, Inc. to Fisherman's Wharf Bay Cruise Corporation, a California corporation; and

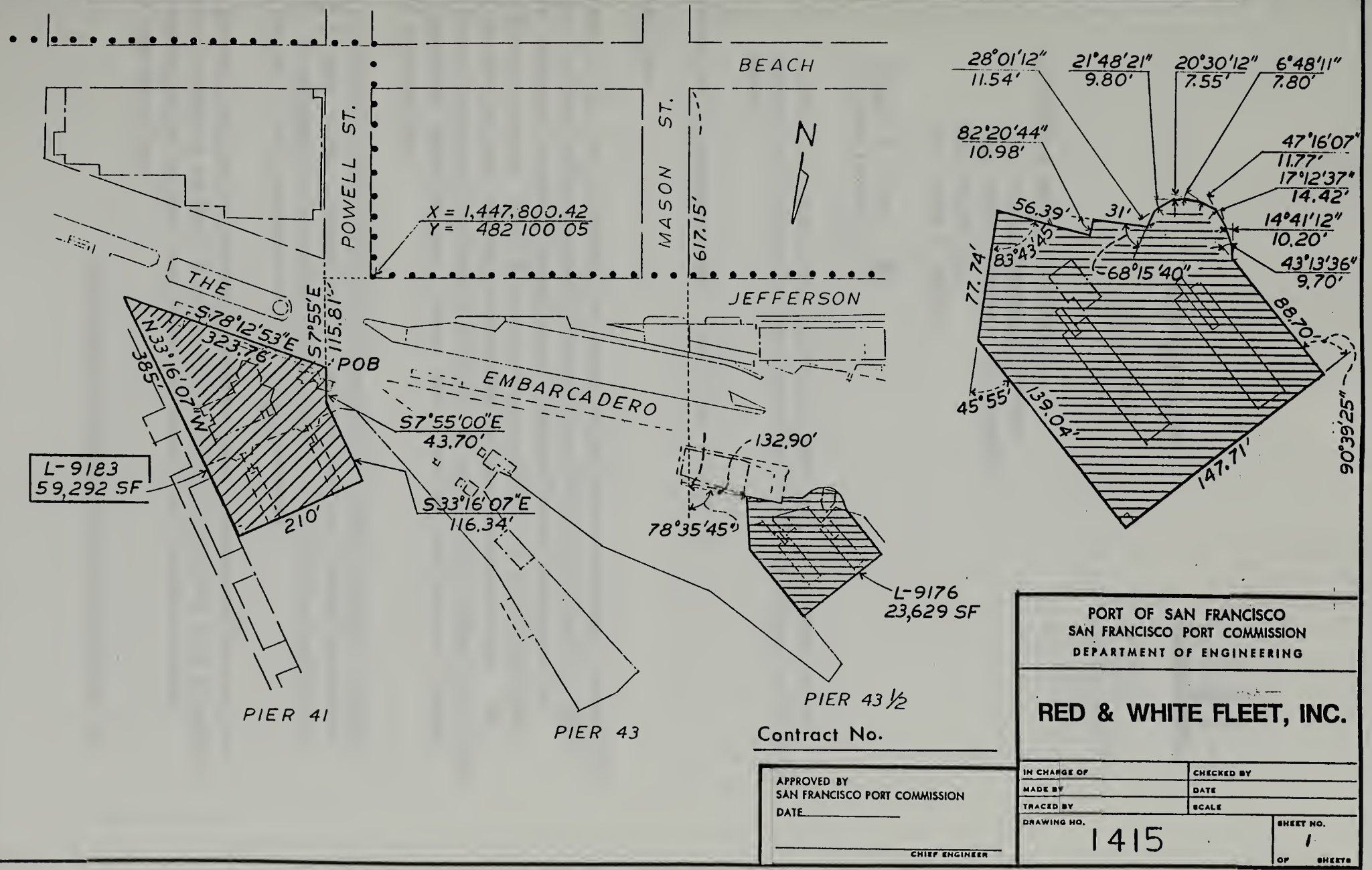
WHEREAS, both Port Lease Nos. L-9176 and L-9183 provide that the Tenant must obtain consent of the Port for any assignment of the lease, which consent is not to be unreasonably withheld; and

WHEREAS, certain disputes between Red & White Fleet, Inc. have been resolved in a Settlement Agreement between the Port and Red & White Fleet, Inc.; now, therefore, be it

RESOLVED, that the Port Commission hereby consents to the assignment of Lease No. L-9183 from Red & White Fleet, Inc. to Blue & Gold Fleet, L.P., and consents to the assignment of Lease No. L-9176 from Red & White Fleet, Inc. to Fisherman's Wharf Bay Cruise Corporation, subject to all the terms and conditions of the Settlement Agreement with Red & White Fleet, Inc., and the Port Commission hereby authorizes the Executive Director of the Port, or his designee, to execute documents affecting said assignments on behalf of the Port.

I hereby certify that the foregoing resolution was adopted by the Port Commission at its meeting of June 10, 1997.

_____
Secretary



PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
DEPARTMENT OF ENGINEERING

RED & WHITE FLEET, INC.

Contract No.

APPROVED BY
SAN FRANCISCO PORT COMMISSION
DATE_____

CHIEF ENGINEER

IN CHARGE OF	CHECKED BY
MADE BY	DATE
TRACED BY	SCALE
DRAWING NO. 1415	SHEET NO. 1 OF SHEETS

PORT OF SAN FRANCISCO

MEMORANDUM

June 4, 1997

Ferry Building
San Francisco, CA 94111
Telephone 415 274 0400
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Fax 415 274 0528
Cable SFPORTCOMM
Writer

TO: MEMBERS, PORT COMMISSION
Hon. Michael Hardeman, President
Hon. Denise McCarthy, Vice President
Hon. Frankie Lee
Hon. James R. Herman

FROM: Douglas F. Wong
Executive Director

SUBJECT: Approval of 10 year Lease with Big C Traders, LTD., for maritime related office activities at Pier 1½ (The Embarcadero between Washington and Jackson Streets)

DIRECTOR'S RECOMMENDATION: APPROVAL OF LEASE

BACKGROUND

Big C Traders, LTD. ("Big C Traders") has approached the Port with a request to lease 8,900 square feet of bulkhead office space and 3,352 square feet of deck space at Pier 1½. Big C Traders is a Maritime Consulting, Import/Export, Waterfront/Marina Development and Maritime Education concern. Big C Traders proposes to redevelop the Pier 1½ bulkhead buildings into new first class offices for its consulting and other maritime activities. The expected level of investment is not less than $450,000. In addition Big C Traders will develop the 3,352 square feet of pier deck space between Pier 1½ and bulkhead offices as a publicly accessible waterfront plaza.

The Pier 1½ bulkhead building has been mostly vacant since William Turnbull & Associates terminated its lease in 1995. The building is in a state of disrepair. The roof and exterior walls leak. The building is not accessible. Full accessibility will require the installation of elevators and new ADA (Americans with Disability Act) restrooms.

With the proposed lease, the Port has the opportunity to secure a maritime office tenant with the resources to redevelop the Pier 1½ bulkhead offices. Big C Traders will work to maintain the historical integrity of the grand entry, lobby and offices in Pier 1½ thereby creating additional value for the Port.

THIS PRINT COVERS CALENDAR ITEM No. 5B

Proposed Lease

A lease (Port Lease No. L-12456) has been negotiated with Big C Traders by the Port Real Estate and Asset Management staff on the following terms and conditions:

1.	Premises:	Approximately 8,920 square feet of bulkhead office space and approximately 3,352 square feet of deck space located at Pier 1½.
2.	Term:	Ten (10) years commencing on November 1, 1997
3.	Base Rent:	$7,200.00 per calendar month ($.75 per square foot) for the bulkhead office space and ($.15 per square foot) for the deck space.

The Port Commission approved minimum rental rate parameter for pier and bulkhead offices north of the Ferry Building is $.80 for water view offices; $.75 for Embarcadero offices; $.70 for exterior offices; $.60 for interior offices and $.15 for open space. The blended rate of $.75 per square foot for the combined water view-Embarcadero-exterior and interior offices exceeds the Port Commission approved parameters.

Rent Commencement Date: October 1, 1997; This will allow four months for Big C Traders to design and construct its tenant improvements build out prior to rent commencement.

Security Deposit: $14,500 - twice the Base Rent amount.

Tenant Improvement Obligation:

Big C Traders agrees to design, construct and install not less than $450,000.00 of improvements to the bulkhead offices and deck space. Penalties are provided for in the Lease that requires a rent increase equal to the dollar amount of any deficiency in the required tenant improvement investment. As a result, the Port receives $450,000.00 in either tenant improvements or rent over and above the Base Rent.

Maintenance: The Port agrees only to maintain the Pier 1½ substructure and seawall in good condition and repair and to maintain the roof and exterior walls in a water tight condition. All other items of maintenance and repair are the obligation of Big C Traders.

Port Commission policy requires that leases in excess of five years be presented to the Port Commission for approval. Given the level of required and anticipated capital investment, Port staff believes the lease term of ten years is warranted in order to provide this maritime tenant with sufficient time to amortize its investment.

The City Planning Department Office of Environmental Review (OER) has determined that this project is exempt under the California Environmental Quality Act (CEQA). A copy of its notice of exemption is on file with the Port Commission Secretary.

Prepared by: Nicolas J. Dempsey, Commercial Property Manager, Leasing

PORT COMMISSION
CITY AND COUNTY OF SAN FRANCISCO

RESOLUTION NO. 97-46

WHEREAS, Charter Section B3.581 empowers the Port Commission with the power and duty to use, conduct, operate, maintain, manage, regulate and control the Port area of San Francisco; and

WHEREAS, under Charter Section B3.581 leases granted or made by the Port Commission shall be administered exclusively by the operating forces of the Port Commission; and

WHEREAS, Big C Traders, LTD. proposes to lease 8,920 square feet of bulkhead office and 3,352 square feet of pier deck space at Pier 1½ to operate maritime industry offices; and

WHEREAS, The City Planning Department, Office of Environmental Review has determined that the project is exempt under the California Environmental Quality Act (CEQA); and

WHEREAS, staff has negotiated all the terms and conditions of a proposed lease with Big C Traders, LTD. on the terms and conditions outlined in the Memorandum to the Port Commission for Agenda Item 5B for the Port Commission meeting of June 10,1997; now therefore, be it

RESOLVED, that the San Francisco Port Commission hereby approves entering into Lease No. L-12456 between the Port and Big C Traders, LTD. of San Francisco on the terms and conditions outlined in the Memorandum to the Port Commission for Agenda Item 5B for their June 10, 1997 meeting, and authorizes the Executive Director of the Port, or his designee, to execute the same on behalf of the Port, in such form as is approved by the City Attorney.

I hereby certify that the foregoing resolution was adopted by the Port Commission at its meeting of June 10, 1997.

_____
Secretary

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BIG C TRADERS, LTD.

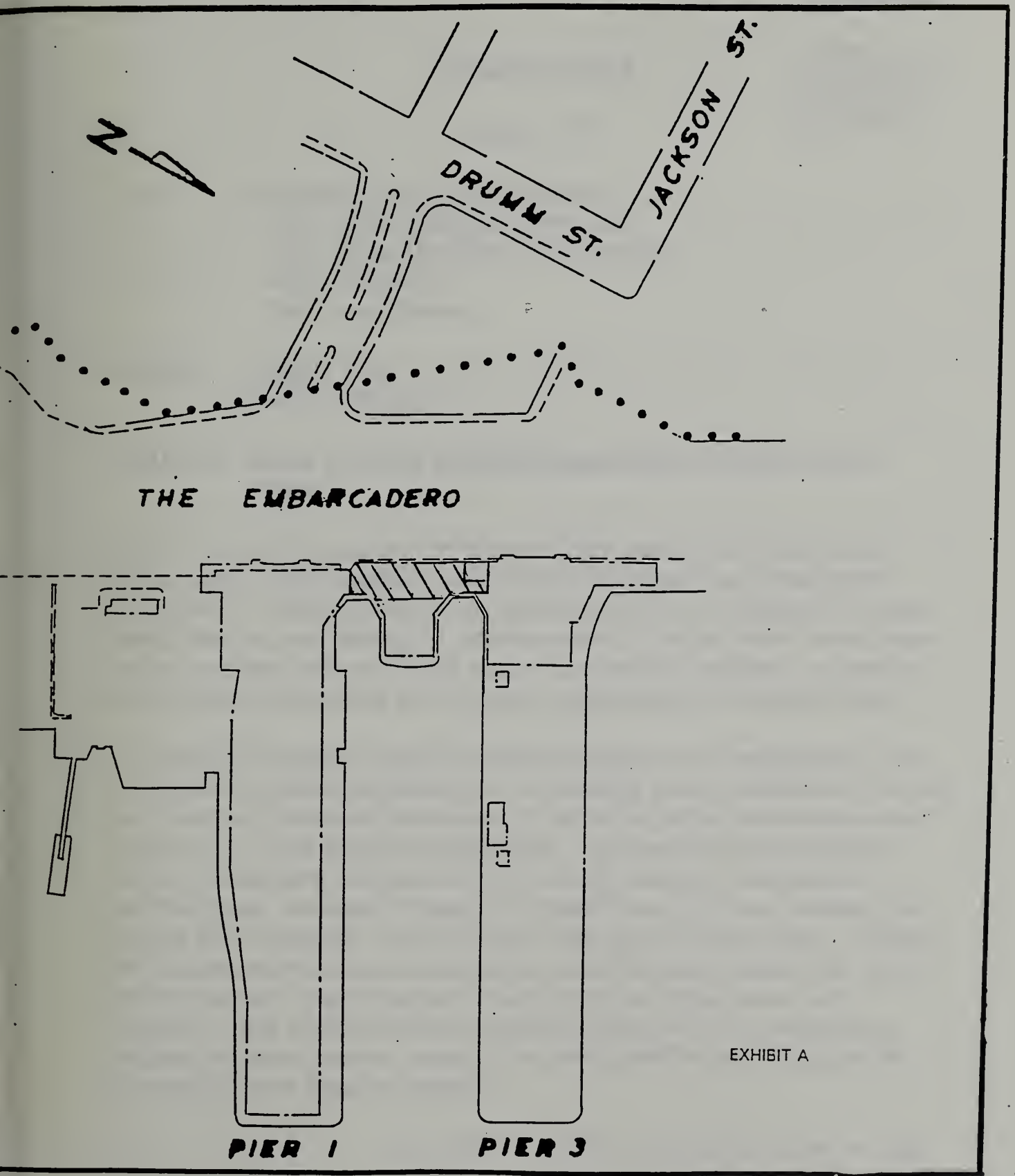

EXHIBIT A

PORT OF SAN FRANCISCO

Ferry Building
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Writer

MEMORANDUM

June 4, 1997

TO: MEMBERS, PORT COMMISSION
Hon. Michael Hardeman, President
Hon. Denise McCarthy, Vice President
Hon. Frankie Lee
Hon. James Herman

FROM: Douglas Wong
Executive Director

SUBJECT: Status of Pier 98 Wetlands Enhancement and Public Access Project

The Port is conducting the Pier 98 Wetlands Enhancement and Public Access Project under a 1993 agreement with the Bay Conservation and Development Commission. Under the terms of this agreement, the Port is obligated to develop design plans and seek funding for implementation of a project which would protect existing wetlands at the site, create five acres of new tidal wetlands, and provide public access improvements such as trails, a picnic area, and interpretive signs.

Port staff and consultants recently evaluated possible project configurations, and developed a recommended alternative. In evaluating various alternatives, Port staff and consultants considered achievement of habitat and public access enhancement objectives, cost, and long-term sustainability. The recommended alternative includes enhancement and stabilization of existing tidal marsh and one acre of intertidal ponds, excavation of material to create five acres of new wetlands, and clearing and revegetation of the remainder of the site with native plants. Proposed public amenities will include a small picnic area with tables, barbecue pits, and a portable restroom; improvements to existing trails and fishing areas; and interpretive signs which will describe the functions and values of wetlands, the wetlands restoration process, commonly occurring wildlife, and precautions for preventing adverse impact to wetlands.

THIS PRINT COVERS CALENDAR ITEM NO. 6A

To allow flexibility in financing and implementation, the recommended alternative is presented in two phases: Phase I includes upland revegetation, all public access features, and creation of 3.6 acres of new wetlands for a preliminary estimated cost of $1.4 million. Phase II will create an additional 1.4 acres of wetlands at an estimated cost of approximately $470,000.

The City and County of San Francisco Public Utilities Commission has committed to contribute $1 million to implement this project. Port staff are seeking additional funding for implementation and maintenance through various grant and loan programs.

Port staff will present the recommended alternative to the BCDC enforcement committee on June 11, 1997, and to the full Commission for a vote on June 19, 1997. If the recommended alternative is adopted by BCDC, it will be brought before the next Port Commission meeting for adoption. Based upon input received from the Commissions, the public, and regulatory agencies regarding the recommended project scope, Port staff and consultants will develop a preliminary design by late 1997. Final design is anticipated by mid 1998. Construction of both phases is expected to take approximately six months, completing the project by the end of 1998.

Prepared by: Carol Bach

PORT OF SAN FRANCISCO

Ferry Building
San Francisco, CA 94111
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Cable SFPORTCOMM
Writer

MEMORANDUM

June 4, 1997

TO: MEMBERS, PORT COMMISSION
Hon. Michael Hardeman, President
Hon. Denise McCarthy, Vice President
Hon. Frankie G. Lee
Hon. James Herman

FROM: Douglas F. Wong
Executive Director

SUBJECT: Professional Services Contract No. SA 3930045, "DOWNTOWN FERRY TERMINAL," with ROMA Design Group, approval of Fifth Amendment to authorize additional design and documentation work.

DIRECTOR'S RECOMMENDATION: APPROVE FIFTH AMENDMENT TO CONTRACT NO. SA 3930045 WITH ROMA DESIGN GROUP FOR $47,870.

In March, 1994, The Port contracted with ROMA Design Group ("Consultant") to assist Port Staff with the design of the Downtown Ferry Terminal Project. As the project progressed, Port Staff successfully secured additional funding and expanded the scope of the project accordingly. On November 21, 1994, the Commission approved Contract Amendment No. 2 for additional design work, including a new breakwater and relocation of the boiler room/utility area. On August 29, 1995, the Commission approved Contract Amendment No. 3 to perform additional environmental studies related to the breakwater. On February 25, 1997, the Commission approved Contract Amendment No. 4 for additional breakwater structural analysis, boiler facility design issues, Ferry Plaza improvements, and to more fully ensure construction compliance with construction documents. (Amendment No. 1 involved a no-cost, incidental change to the contract which did not require Commission approval.) Contract costs are itemized below:

Original contract amount:	$593,255
Amendment No. 2	$384,763
Amendment No. 3	$39,741
Amendment No. 4	$246,595
Total to date:	$1,264,354

THIS PRINT COVERS CALENDAR ITEM NO. 7A

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To date, Port Staff, with the assistance of the Consultant, has prepared approximately 90% of the contract documents for the Downtown Ferry Terminal Project. However, during the current Ferry Building Seismic Repair Stage II Project, several historic architectural conditions were revealed that require modifications to the design and the construction documents for the base of the Clock Tower prepared by the ROMA Design Group and its subconsultants for the Downtown Ferry Terminal Project. These architectural conditions should be incorporated into the design for the Clock Tower base and into historic preservation documents to meet local, state and federal preservation objectives and regulatory agency requirements. Documentation of these historic architectural conditions is also required. Port staff need assistance with the permitting, environmental review and historical review processes to conclude this work.

Addressing these existing conditions issues requires the following changes in the Consultant's work scope:

- Port staff requests that the consultant redesign the central concourse breakthrough under the Clock Tower base to reflect, reveal and incorporate historic architectural elements found during construction on the Ferry Building Seismic Repair Stage II Project, in order to comply with State Historic Preservation Officer ("SHPO"), Federal Emergency Management Agency ("FEMA"), and Federal Highway Administration ("FHWA") requirements for historic preservation. These architectural elements include granite footing, marble walls and terrazzo flooring.

- Port staff requests that the consultant document the historic architectural features discovered in the Clock Tower base (first floor) and area directly above on the second floor to meet historic preservation requirements. This documentation includes dimensioned drawings of these two spaces and photographs of the spaces and historic elements.

- Port staff requests that the consultant prepare specifications for the salvage, storage and reinstallation of historic architectural elements found under the Clock Tower on the first and second floors, and for the selection and installation of materials necessary to replace those historic elements that were not salvageable.

- Port Staff requests that the Consultant assist in preparing the historic preservation documents and that the Consultant attend meetings with regulatory agencies for the Downtown Ferry Terminal Project in order to secure the historic preservation clearances required pursuant to Code of Federal Regulations Section 106 for projects with federal funding.

- Port staff requests that the Consultant assist in completing permitting and environmental review documents, and that the Consultant attend meetings with regulatory agencies for the Downtown Ferry Terminal Project, in order to secure the environmental clearances required pursuant to the National Environmental Policy Act for projects with federal funding and the permits required for this work to proceed.

The estimated construction cost of the complete Downtown Ferry Terminal Project is approximately $17,000,000. Currently the Port has secured nearly $14,000,000 from State and Federal funding agencies, and applications for additional governmental funding are pending. The project will be bid using additive bid items to ensure that the final project is fully funded.

and historic preservation assistance is $1,312,224, representing 7.72% of the estimated construction cost. The additional cost will be fully funded by outside sources, including Proposition 116 bond funds and a Federal Highway Administration Transportation Enhancement Activities Program grant. The schedule for the expenditure of outside funds for this project requires that the design be completed by August, 1997. Port staff requests that the Commission approve the Fifth Amendment to the Contract.

Prepared by: Cliff Jarrard, Chief Harbor Engineer

PORT COMMISSION
CITY AND COUNTY OF SAN FRANCISCO

RESOLUTION NO. 97-47

WHEREAS, to date, Port staff, with the assistance of ROMA Design Group ("Consultant"), has prepared approximately 90% of the contract documents for the Downtown Ferry Terminal Project; and

WHEREAS, Port Staff requests that the Consultant perform additional work to redesign the central concourse breakthrough under the Clock Tower base to reflect, reveal and incorporate historic architecture elements found during construction on the Ferry Building Seismic Repair Stage II Project; and

WHEREAS, Port Staff requests that the Consultant document historic architectural features discovered in the Clock Tower base (first floor) and area directly above on the second floor to meet historic preservation requirements resulting from recent existing condition discoveries; and

WHEREAS, Port Staff requests that the Consultant prepare specifications for the salvage, storage and reinstallation of historic architectural elements found under the Clock Tower on the first and second floors, and for the selection and installation of replacement materials as necessary; and

WHEREAS, Port Staff requests that the Consultant assist in preparing historic preservation documents and attend meetings to help secure historic preservation clearances with regulatory agencies for the Downtown Ferry Terminal Project; and

WHEREAS, Port Staff requests that the Consultant assist in preparing environmental review documents and permit applications and attend meetings to help secure environmental review clearances and permit approvals from regulatory agencies for the Downtown Ferry Terminal Project; and

WHEREAS, Port Staff has met with the Consultant and negotiated a price of $47,870 to complete the additional tasks; and

WHEREAS, the schedule for the expenditure of outside funds for this project dictates that design proceed uninterrupted to preserve the funding; now, therefore, be it

RESOLVED, that the San Francisco Port Commission hereby authorizes staff to enter into the Fifth Amendment to Contract No. SA 3930045 with ROMA Design Group for $47,870 for the above described work.

I hereby certify that the foregoing resolution was adopted by the Port Commission at its meeting of June 10, 1997.

_____

PORT OF SAN FRANCISCO

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MEMORANDUM

June 5, 1997

TO: MEMBERS, PORT COMMISSION
Hon. Michael Hardeman, President
Hon. Denise McCarthy, Vice President
Hon. Frankie G. Lee
Hon. James Herman

FROM: Douglas F. Wong
Executive Director

SUBJECT: Public Hearing on the Draft Waterfront Design & Access Element and Proposed Revisions to the Waterfront Land Use Plan

DIRECTOR'S RECOMMENDATION: NO PROPOSED ACTION; RECEIVE PUBLIC COMMENTS

Overview

After a six year public planning process to develop the blueprint for the future of the San Francisco waterfront, the Port is nearing completion of the Waterfront Land Use Plan ("Waterfront Plan"). The scope of this planning process has been truly comprehensive, far exceeding the requirements of Proposition H, which instigated the planning effort.

Since January 1995, when the Port Commission approved the Draft Waterfront Plan for analysis in the Waterfront Plan Environmental Impact Report (EIR), several significant accomplishments have occurred :

1) Production of draft amendments to the San Francisco General Plan and Planning Code in May 1995 to establish policies consistent with those in with the Waterfront Plan, and to establish a waterfront design review process which enables early, coordinated review by the Port. Planning Department and BCDC;

2) Certification of the Final EIR by the Planning Commission in January 1997;

3) Creation of a Waterfront Urban Design Technical Advisory Committee (TAC) and development of the Draft Waterfront Design & Access, an element of the Waterfront Plan ("Design & Access Element"), from January 1996 to May 1997. The Design & Access Element contains policies and criteria to guide the design and physical character of future development projects;

4) Production of a Draft Concept Agreement between the Port, the Bay Conservation and Development Commission (BCDC) and Save San Francisco Bay Association (Save the Bay) ("BCDC Concept Agreement") which establishes a framework for amendments to BCDC's Bay Plan, San Francisco Special Area Plan and Total Design Plan, to enable implementation of the Waterfront Plan consistent with the McAteer-Petris Act.

5) Discussions with the State Lands Commission regarding public trust issues associated with implementing the Waterfront Plan.

All of the above efforts result in the need to revise the Waterfront Plan, to ensure that the January 1995 Plan (which was republished in April 1996) includes the further details and implementation measures which have since been developed. In addition, the Design & Access Element itself is subject to further revisions and refinements to respond to public comments, which ultimately will be incorporated into the final Waterfront Plan.

Summary of Proposed Revisions to the Waterfront Land Use Plan

The following two attachments to this agenda summary report contain proposed revisions to the Waterfront Plan to reflect the content of the above efforts, to provide updated information:

- List of Proposed Revisions to the April 1996 Draft Waterfront Land Use Plan ("List of Proposed Revisions");
- Waterfront Plan pages affected by the proposed revisions.

The proposed revisions, summarized below, are organized by topic or Plan Chapter, as presented in the List of Proposed Revisions.

Plan-wide text and map revisions
Throughout the Waterfront Plan, many non-substantive revisions will be made such as removing the word, "Draft" from any references to the "Draft Waterfront Plan", updating references to the status of The Embarcadero roadway and promenade). One Plan-wide map change is substantive, to reflect the removal of Piers 24, 34 and 36 set forth in the BCDC Concept Agreement.

Introductory "Memo", Prologue, How to Use this Plan, and Chapter 1 - Introduction to the Port
These non-substantive revisions do not affect land use policy.

Executive Summary

Revisions will reflect the changes ultimately approved by the Port Commission for Chapters 2-5 of the Waterfront Plan.

Chapter 2 - Goals

Revisions are proposed primarily to reflect the conclusions of the Waterfront Design & Access Element.

Chapter 3 - General Land Use Policies

This Chapter includes a lengthy proposed addition which provides a comprehensive overview of land use policies and regulations as established by the Public Trust, BCDC, Proposition H, and the City and County of San Francisco. This addition is essential to inform users of the Plan about how the Waterfront Plan policies and Port efforts to develop waterfront projects are influenced by these land use controls other than the Waterfront Plan. Other revisions in this Chapter: 1) incorporate provisions from the BCDC Concept Agreement (e.g. Pier 15-29 Special Planning Study); 2) add cross references to and updates to reflect the Waterfront Design & Access Element; 3) add General Land Use Policies applicable to General Industry uses on Port property (see p. 60); 4) provide updated or further information regarding the regulatory and economic context for allowing new interim uses (see pp. 61-62); and 5) incorporate changes to the discussion of Sports Facilities in the Unacceptable Land Uses section to defer to decisions made by San Francisco voters in an election, to reflect the passage of Proposition B ballpark ballot measure.

Chapter 4 - Subarea Plans

Revisions are proposed to the Acceptable Land Use tables for each of the five subareas to incorporate a note indicating that specific use proposals for given sites will be subject to further review by State Lands, BCDC and the Planning Department. Other revisions would result in changing all "E's" to "A's" and all "E/X's" to "E's" in the Acceptable Land Use Tables.

Chapter 4 - Fisherman's Wharf Subarea

The major proposed revisions result from: 1) the BCDC Concept Agreement provision calling for the creation of a public plaza on the Triangle parking lot (Seawall lots 300 and 301); 2) updated information about the development of the Hyde Street Harbor; 3) cross-references to the Waterfront Design & Access Element; and 4) additional development standards requiring the Port to operate and manage activities to ensure compliance with all applicable environmental and water quality laws and regulations.

Chapter 4 - Northeast Waterfront Subarea

The major proposed revisions reflect the BCDC Concept Agreement which includes a provision to complete a Pier 15-29 Special Planning Study, and updates and cross-references to reflect the Waterfront Design & Access Element.

Chapter 4 - Ferry Building Subarea

The major proposed revisions cross-reference the Waterfront Design & Access Element, and incorporate criteria which state the Port's commitment to preserve the Ferry Building, Agriculture Building and other specified historic structures according to The Secretary of the Interior's Standards for Historic Rehabilitation.

Chapter 4 - South Beach/China Basin Subarea
The major proposed revisions reflect: 1) voter approval of Proposition B and planned ballpark improvements, including revised development standards; 2) the renewed planning efforts for Mission Bay, resulting in the meed to re-evaluate future long-term uses for Seawall Lots 337, 338/339 and Facility 2012; 3) the proposed removal of Piers 24, 34 and 36 and the creation of the Brannan Street Wharf open space per the BCDC Concept Agreement and the Waterfront Design & Access Element.

Chapter 4 - Southern Waterfront
Most of the proposed revisions reflect the fact that the BCDC/MTC Seaport Plan amendments have been adopted, which conform with the Waterfront Plan. Other revisions include informational updates.

Chapter 5 - Implementation of the Plan: This Chapter addresses two broad topics: 1) the required next steps to achieve consistent land use policies in the Waterfront Plan and the State Lands Commission, BCDC, Planning Commission and Board of Supervisors planning policies; and 2) the process through which the Port will conduct its review and approval of major development projects. Chapter 5, as written in the April 1996 Draft, was intended to provide an understanding of Public Trust and BCDC regulations, and to specify policy issues for further discussion with agencies that affect the implementation of the Waterfront Plan. These policy issues have been studied during the past year, resulting in the BCDC Concept Agreement, and the proposed amendments to the San Francisco General Plan and Planning Code. The Chapter 5 discussion has therefore been extensively revised to delete outdated text and to summarize the content of the Concept Agreement and proposed amendments to the City's planning documents. The Port's proposed project review process remains unchanged, but new flowcharts are proposed which generally illustrate how State Lands, BCDC and Planning Commission regulations apply to waterfront development.

Plan Adoption Schedule

As indicated in previous briefings, the proposed final Waterfront Plan, including the above revisions and the Waterfront Design & Access Element, is scheduled for consideration for adoption by the Port Commission on June 24, 1997. As described below, several public and community meetings have occurred and are scheduled before June 24th, to provide opportunities for public review and comment:

May 12: Joint public meeting of the Port Commission and Waterfront Plan Advisory Board

May 14:	Meeting with South Beach Citizens Advisory Committee
May 15:	Meeting with SPUR Waterfront Committee
May 21:	Landmarks Preservation Advisory Committee briefing on the Design & Access Element
May 22:	Planning Commission briefing on the Design & Access Element and project schedule and receipt of Commission comments
May 28:	Presentation of the Design & Access Element at SPUR lunchtime meeting
June 4:	Meetings with the Fisherman's Wharf Merchants and Port Tenants, and with Telegraph Hill, North Beach, Russian Hill and other nearby neighborhood groups
June 10:	Port Commission public hearing on the Waterfront Plan
June 18:	Follow-up meeting with the Landmarks Preservation Advisory Board regarding possible further comments on the Design & Access Element
June 19:	Planning Commission public hearing and briefing on responses to Planning Commission comments
June 24:	Port Commission public hearing and consideration of adoption of the final Waterfront Land Use Plan (including the Waterfront Design & Access Element)

Prepared by: Diane Oshima and Anne Cook, Waterfront Plan Project Managers, Planning and Development Division

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List of Proposed Revisions to the April 1996 Draft Waterfront Land Use Plan

June 1997

Plan-wide Revisions

The words "Draft Plan" will be replaced with Waterfront Land Use Plan, Waterfront Plan or Plan, as appropriate, throughout the document.

The term "pierhead building" will be changed to bulkhead building and "bulkhead building" to connector building, throughout the document to be consistent with the Waterfront Design & Access Element.

The references to the planning process and time line will be updated throughout the document to reflect completion of the EIR, additional public hearings, final adoption of this document by the Port Commission and other planning events which have occurred since the Plan's last publication date.

The references to the Waterfront Transportation Projects will be updated to reflect completion of most of the construction associated with those projects.

Plan-wide Maps

All maps will be revised to reflect only dedicated City streets.

All maps will be revised to indicate that Piers 24, 34 and 36 will be removed.

Introductory "Memo"

(1) The outdated page of text entitled "Port of San Francisco Draft Waterfront Land Use Plan" will be deleted.

Prologue

(2) Page iv — In the third unbolded paragraph, change the word "comes" to came.

(3) In the last line on the page, change the words "should be" to are.

(4) Page v — In the first line on the page, change the word "may" to will.

(5) In the third line, replace "Once San Franciscans achieve" with Now that San Franciscans have achieved.

(6) In the first full paragraph, change "four" to six; replace "we are able to present this proposal for public review" with the Port has adopted this Waterfront Land

Use Plan which will guide revitalization and reinvestment in the waterfront. Near the end of the second sentence, change "a" to the.

How to Use this Plan

(7) All pages — Change references to the Waterfront Plan "Hotline" to the Waterfront Plan Information Line. Change references to the Port's "Tenant Services Staff" to the Port's Real Estate and Asset Management Staff.

(8) Page vii — Add the following bullet under the "In Chapter 3" section:

- A discussion of waterfront land use policies and regulations, as administered by or under the Public Trust, BCDC, Planning Commission and Proposition H.

Replace the bullets under the "In Chapter 5" heading with:

- An overview of legislative issues and proposed conforming amendments to achieve consistent land use policies in the Waterfront Plan, the San Francisco General Plan and Planning Code, and BCDC planning documents.
- A streamlined project implementation process for major projects which incorporates community input and early coordination with regulatory agencies.
- Flowcharts which illustrate how Public Trust, BCDC and City land use regulations affect acceptable uses on Port property.
- A discussion of financial aspects of Plan implementation.

(9) Page viii — In the sixth "turn to" box, add a reference to the Waterfront Design & Access Element.

(10) Page x — Add a reference to the discussion of implementation issues in Chapter 5 in the first "turn to" box.

(11) Change the phone number in the fourth "turn to" box to 274-0354.

(12) Page xi — In the second "turn to" box, replace "for information about the Urban Design Guidelines" with to arrange to purchase or borrow a copy of the Waterfront Design & Access Element.

(13) In the third "turn to" box, replace "for information about historic preservation guidelines" with to arrange to purchase or borrow a copy of the Waterfront Design & Access Element.

Executive Summary

(14) The Executive Summary will be further updated to reflect the proposed amendments which are approved by the Port Commission during Plan adoption.

(15) Page 4 Replace the last three sentences under "Maritime Use" with the following:

General policies for these northeastern waterfront piers (Piers 15-17, 19-23, 27-29) encourage the continued maritime use of these facilities for as long as feasible. However, if these cargo-related operations can no longer operate effectively on these piers, then the Plan promotes relocating these operations at the Port and permitting a mix of maritime, commercial, recreational and public access uses. The Plan calls for the completion of a Pier 15-29 Special Planning Area Study prior to new development on these piers to determine: 1) how the Port will meet the needs of cargo terminal and related maritime support operations on Piers 15-17, 19-23, and 27-29; 2) The location and size of a major new "Northeast Wharf" open space in this area; and 3) the allowable locations and configuration of piers between Piers 15 and 29.

(16) Insert the following new sentence before the last sentence under "Open Spaces and Public Access": Other enhancements and amenities to improve public access, open spaces and views are discussed in detail in the Waterfront Design &Access Element.

(17) Page 5 At the end of the first sentence under "Residential Uses," replace "not required to support maritime activities on adjacent piers" with "determined to be surplus to the public trust."

(18) Under "Other Uses," add General Industry after "Community Facilities."

(19) Add New to the heading "Interim Uses."

(20) Page 6 At the end of the last sentence, add: , such as occurred for the ballpark planned at China Basin.

(21) Page 11 Add , commercial recreation in the ninth line after "nighttime entertainment."

Chapter 1: Introduction to the Port

(22) Page 23 — At the beginning of the seventh line, change "A" to <u>This</u>.

(23) — Delete the last three sentences on the page.

(24) Page 25 — In the last sentence, change "Create a" to <u>implement this</u>.

(25) Page 26 — Delete the word "narrowly" in the first line.

Chapter 2: Goals of the Plan

(26) Page 34 — Add the words <u>to and</u> to the title of the goal so that it reads "Access <u>To and</u> Along the Waterfront."

(27) — At the end of the page, add: <u>The Waterfront Design & Access Element further addresses the nature of public access and open spaces along the waterfront.</u>

(28) Page 35 — At the beginning of the first bullet, delete "Development of urban design guidelines which will include." At the end of the bullet, add: <u>as discussed in the Waterfront Design & Access Element.</u>

(29) — At the beginning of the seventh bullet, delete "New and existing".

(30) Page 36 — In the last sentence of the second unbolded paragraph, replace "by calling for development of urban design guidelines that include public input" with <u>by requiring that new development projects meet the requirements of the Waterfront Design & Access Element which expands upon the following Waterfront Plan objectives:</u>

Chapter 3: General Land Use Policies

(31) Page 39 — After the first sentence in the second paragraph, add: <u>It also describes waterfront land use regulations which apply to Port property, including the Public Trust, BCDC plans and regulations, and the San Francisco General Plan and Planning Code.</u>

(32) Page 40 — Before the discussion of Maritime Uses, add the following pages of text regarding Port land use regulations:

<u>**Regulatory and Policy Context for this Plan**</u>

<u>The waterfront planning process which led to this Plan was informed by four</u>

important bodies of law and regulations that affect land use at the Port. These are:

- **The Public Trust as Administered by the Port.** The California Constitution requires that uses within the Port's jurisdiction promote navigation, fisheries, waterborne commerce, enhance natural resources or attract people to use and enjoy San Francisco Bay. Administered by the Port as "trustee," this doctrine takes the legal form of a type of easement over most Port land.

- **The McAteer-Petris Act as Administered by the San Francisco Bay Conservation and Development Commission (BCDC).** BCDC is a State agency charged with ensuring that uses along the water provide the maximum feasible public access to the Bay and preventing fill in the Bay except in limited circumstances for water oriented uses. BCDC and the Port work cooperatively because BCDC jurisdiction includes all of the piers and land on the Bay side of The Embarcadero.

- **Proposition H as Administered by the Port Through this Waterfront Plan.** Proposition H, passed by the voters in 1990, launched the planning process leading to this Plan. The Proposition, reprinted here in full as Appendix B, contains specific policies and use limitations now incorporated into this Plan.

- **The City and County of San Francisco General Plan and Planning Code as Administered by the City Planning Commission and the Board of Supervisors.** The City's General Plan contains policies affecting the waterfront. The Planning Code contains height, bulk and use classifications, as well as criteria for conditional uses and variances.

This Waterfront Plan combines the conclusions reached during the waterfront planning process with these regulatory mandates to define land use goals, policies and requirements for the waterfront.

The overlay of the Waterfront Plan's land use policies with requirements of BCDC and the Public Trust is necessarily somewhat complex. This Waterfront Plan addresses this complexity through three layers of treatment:

- First, this Chapter 3 reviews each of these "external" bodies of land use control as they apply to the waterfront, focussing especially on the Public Trust and BCDC. This Chapter then addresses each category of land use and sets forth policies which apply throughout the Port's jurisdiction. It defines acceptable long-term uses and unacceptable uses. This Chapter also discusses new uses which, though not acceptable on a long-term

basis, are acceptable as "interim" uses which will allow the Port to achieve full utilization of its property and assist in funding acceptable long-term uses.

- Chapter 4 addresses land use on a subarea basis. For each of these subareas, Chapter 4 includes an Acceptable Land Use Table that identifies the acceptable uses (including existing uses) for each of the piers or seawall lots within that subarea.

- Chapter 5 discusses implementation, and details the permit approval process which best combines the regulatory processes of the different governmental entities administering the bodies of law described above to ensure a reasonable and streamlined permit approval process which achieves the goals of this Plan. Chapter 5 also includes a project implementation flow chart which illustrates how the City's requirements, the BCDC policies, and applicable public trust policies all combine with Waterfront Plan policies to define permissible projects on individual sites. Readers interested in a more detailed application of these regulations to a specific property or project should call the Waterfront Plan Information Line at (415) 274-0354.

The Public Trust

The public trust generally encumbers lands around the State which are submerged, tidal or have been filled but are retained in public ownership. The public trust reserves these lands for uses which promote navigation, fisheries, water borne commerce, and uses which enhance natural resources or attract people to use and enjoy the Bay. Where lands are owned by a public entity, the public trust is considered an inherent attribute of the very legal title to the land. Where the land is privately held (less common), the trust takes the form of an easement which accomplishes the same goals--reserving the land for uses consistent with the trust.

The "trustee" of public trust lands is, in most cases, the State Lands Commission which reviews uses and leases for consistency with the trust, assisted by the State Attorney General. In certain cases, these lands have been granted by the State to another public entity which, as grantee, also becomes the trustee, although State Lands retains certain powers of review. San Francisco, through the Port, is such a grantee. The lands in the Port's jurisdiction were transferred from the State in 1968 by the Burton Act. Under this legislation, the Port is the trustee of the public trust for lands within its jurisdiction. With minor exceptions, all property now owned by the Port is therefore public trust land.

The Port, as trustee, makes the determination as to whether a given lease or land

use is consistent with the trust. This effort is informed by numerous court decisions, a history of State Lands Commission lease approvals, as well as by important Attorney General opinions. Under this body of law, the permanency of the use is important. Certain long-term uses are acceptable, others are not; interim, shorter-term uses which do not preclude later conversion to a trust use are generally acceptable. This categorization applies to land uses typical to the Port as follows:

- *Long-term uses deemed consistent with the public trust* include all maritime and maritime support, other water-related industry, open space, public recreation and assembly, aquaria, museums, water-related commercial recreation, and specialty retail and commercial which is designed to draw people to the water such as waterfront restaurants or commercial complexes such as Pier 39, maritime office, and office in historic bulkhead buildings. Hotel is a trust use because hotels are visitor serving. Proposition H prohibits hotels on piers; however, they would be acceptable on seawall lots.

- *Long-term uses deemed inconsistent with the public trust* include general office and housing, and non-water related industrial uses.

- *Interim, shorter-term uses deemed compatible with the public trust* include almost any use on a shorter-term lease which, by physical design and lease terms, may be replaced by a permanent trust use when the opportunity arises. For example, a non-maritime warehouse, or small non-maritime offices on piers are not acceptable as permanent trust uses, but such uses are acceptable for shorter terms if they do not preclude conversion of the facility to a trust use at a later time.

The approach to land use in this Waterfront Plan reflects these public trust principles. This Plan constitutes a public plan for the overall development of the waterfront for uses which further trust use. The application of these trust principles is discussed more specifically for each category of land use in this Chapter, and for each specific subarea in Chapter 4. In general, this Plan embodies trust concepts as follows:

- *All* long term land uses on piers must be consistent with the public trust. Chapter 4 contains tables for each subarea which set forth "Acceptable" uses for each pier; each of those uses must *also* be acceptable as a trust use. For example, where the table lists maritime support or public assembly as an Acceptable Use, that use may be located anywhere on the pier and without reservation since it is inherently a public trust use. By contrast, where general office is listed as an acceptable use on a pier, the

trust requires that the office be located within an historic bulkhead building, or restricted to minor amounts within a larger development project of trust uses.

- Similarly, *all* long term land uses on the PortWalk (Herb Caen Way), marginal wharf, or on other land along The Embarcadero roadway or on its Bay side must be consistent with the public trust.

- Non-trust uses may be allowed in these areas only as *interim uses*, that is uses on short term leases, generally five years or less, which provide for reentry by the Port to facilitate conversion to trust use when appropriate. These interim uses are discussed in more detail later in this Chapter. For example, non-water oriented warehouse, industry or small office uses may remain or exist on piers on short term leases in order to facilitate the full use of Port facilities on an interim basis and to generate revenue which will be dedicated to trust purposes, including assisting the conversion of such facilities to trust use.

The *seawall lots* are treated differently, reflecting their location away from the water. The seawall lots, like much of what is currently downtown San Francisco, were originally tidelands or submerged. They were reclaimed (that is, filled) as part of an extension of the first San Francisco waterfront line. The Legislature authorized the sale of most of this new land into private ownership, and that is why most of the downtown area on fill is not affected by the public trust. However the State retained ownership of the seawall lots until they were transferred to the Port, so these lots are still impressed by the public trust.

The Waterfront Plan acknowledges this current trust status, but also recognizes that non-trust uses may be acceptable long term uses because these parcels are not as essential to the overall development of the waterfront for trust purposes. Lands that have lost their value to the public trust may in certain cases be conveyed free of the trust. Where former tide or submerged lands have been reclaimed pursuant to a public program of harbor development, constitute a relatively small portion of the granted trust lands, and are no longer valuable for trust purposes, release from the trust is generally permissible. When the City was granted the seawall lots and other lands under the Burton Act, it was given a certain amount of flexibility to use lands that were no longer useful to the trust for non-trust purposes. The Burton Act permitted leases of the transferred lands of up to 66 years. While these leases are generally required to be for uses consistent with certain purposes enumerated in the Burton Act and with the public trust, lands that are no longer required for such purposes can be leased for other uses. The revenues generated from these leases are to be used to further the purposes of the trust.

In 1987, the Legislature expressly released three seawall lots from the trust that were found to be no longer necessary for any trust purposes except revenue generation. The Legislature also provided a procedure whereby the City, with the approval of the State Lands Commission, could release additional lands from the trust in exchange for other lands of equal or greater value if it was found that the exchange would not substantially interfere with trust purposes and that the lands to be released (1) had been filled and reclaimed, (2) were cut off from access to San Francisco waters, (3) constituted a relatively small portion of the lands granted under the Burton Act and (4) were no longer needed for the promotion of the public trust or the purposes of the Burton Act.

The Waterfront Plan recognizes that certain of the seawall lots may be candidates for such a determination that they are surplus to the trust and thus designates acceptable uses for these lots which include non-trust long term uses such as housing and general office (hotel uses are acceptable trust uses in any event). Housing has the advantage of enlivening the waterfront on a 24 hour basis and providing a mix of users. Office may generate revenue, and would be consistent with the use of adjacent, privately owned parcels. Revenue from any such use would be used to further trust purposes such as the development of public open spaces and public access.

The San Francisco Bay Conservation and Development Commission

Pursuant to the McAteer Petris Act, BCDC reviews all land use development proposals within the Bay that are on fill or involving new fill (called "Bay jurisdiction"), or on land within one hundred feet of the shoreline ("shoreline band jurisdiction).

- Projects in the *BCDC Bay jurisdiction* are permitted by BCDC only if: (1) they are water-oriented, e.g. maritime uses, other water-related industry, water-oriented recreation and public assembly, water-oriented retail/commercial; (2) there exists no feasible alternative upland site; (3) the fill is the minimum necessary; and (4) the fill is designed to minimize harmful effects on the resources of the Bay; and finally (5) the project is designed and situated to provide the maximum feasible public access to the Bay. Development projects must also be consistent with the San Francisco Bay Plan, the underlying BCDC plan prepared under the McAteer Petris Act, as well its subarea plans, called Special Area Plans, and the San Francisco Bay Area Seaport Plan.

- In the *BCDC shoreline band*, the only criteria is that projects must provide maximum feasible public access to the Bay. Minor projects (below

$250,000) and projects which involve no substantial change in use, no increase in intensity of use and no negative effect on public access are effectively excluded from BCDC review.

The application of BCDC jurisdiction and permit requirements on Port property is as follows:

- *Port property on the land side of The Embarcadero* lies almost entirely outside of the 100 foot shoreline band and is therefore outside of BCDC jurisdiction. This includes, with very minor exceptions, all of the seawall lots.

- *Port property landward of the seawall or on the seawall itself*, such as The Embarcadero roadway or much of the PortWalk (Herb Caen Way), lies within BCDC shoreline band jurisdiction. Maximum feasible public access will be required of any project subject to BCDC review.

- *Piers or portions of piers which pre-date the McAteer-Petris Act, are in sound condition* and do not need substantial repair are treated for BCDC permit purposes as lying within the shoreline band. The only BCDC requirement is that projects on such piers provide maximum feasible public access.

- *Piers or portions of piers which require substantial repair* are treated for BCDC permit purposes as lying within its Bay jurisdiction. BCDC will grant permits for projects in these areas only if the project meets the water oriented use test and other criteria, as well as provides maximum feasible public access. Also, under current BCDC policy, new commercial recreation or retail projects must provide additional public access and/or create new open water (by removing old piers) in an amount equal to the square footage of the proposed use (known as the "Replacement Fill Policy" or "50% Rule").

All projects subject to BCDC permit review must also be consistent with the Bay Plan, the San Francisco Special Area Plan (including the Total Design Plan) and the Seaport Plan.

As part of the waterfront planning process, BCDC, the Port, and various interested citizens and groups have evaluated such important issues as the application of the different BCDC jurisdictions and the nature and development of maximum feasible public access (including the creation of more open water) on Port property. These discussions were memorialized in a Concept Agreement executed by the executive directors of BCDC and the Port, and the Save the Bay

Association. The Concept Agreement, included in this Plan as Appendix E, has been integrated into this Plan and will serve as the framework for proposed amendments to the Bay Plan and San Francisco Special Area Plan to be submitted in late 1997 for adoption by the Port, Planning and BCDC Commissions. Until such adoption, current BCDC policies apply.

The Concept Agreement serves as a basis for the rationalization of the application of BCDC Bay and shoreline band jurisdiction to the piers. All piers lying north of Pier 70 are denominated either Category 1 for piers in excellent or good condition, or Category 2 for piers in fair or poor condition. Upon adoption as part of the amended Special Area Plan, Category 1 piers will be treated for permit purposes as lying within BCDC shoreline band jurisdiction, and Category 2 piers will be treated as lying within BCDC Bay jurisdiction, with specified provisions to allow the Port to conduct basic maintenance and repairs. The application of BCDC jurisdiction to the Port under this approach is graphically set forth in Map 1. Until SAP adoption, BCDC and the Port will use these denominations as guidance in continuing the case-by-case jurisdictional determination.

The Concept Agreement also embodies new ideas for achieving maximum feasible public access to the Bay, and creation of open water through the removal of specific piers to enhance visual and physical public access to the Bay. Specific views will be preserved, and new major public plazas will be created. These elements of the Concept Plan, which upon adoption in the Special Area Plan would replace the public access and new open water requirements currently required under BCDC's Replacement Fill Policy, are set forth in detail in the Waterfront Design & Access Element of this Plan. For further discussion of the Concept Agreement, see Chapter 5, p. ___ which describes the Port's program to implement the Waterfront Plan, including obtaining final approvals from BCDC and the San Francisco Planning Commission to achieve consistent planning policy documents and regulations which govern waterfront land uses.

Proposition H

Proposition H, a ballot measure approved by San Francisco voters in 1990, required the preparation of a waterfront land use plan, including identification of acceptable and unacceptable uses on Port property which falls within BCDC's jurisdiction. In addition, Proposition H determined hotels on the subject property to be an unacceptable use. Completion of the Waterfront Land Use Plan will fulfill the provisions of Proposition H and, with the inclusion of the Port's remaining sites outside BCDC's jurisdiction, will establish comprehensive land use policies to guide the future use and development of all Port property.

San Francisco General Plan and Planning Code

The San Francisco Board of Supervisors and the City Planning Commission adopt the San Francisco General Plan, Zoning Map and Planning Code provisions that govern all property within San Francisco. The General Plan is made up of nine elements (i.e. Commerce & Industry, Recreation and Open Space, Residence, Community Facilities, Urban Design, Environmental Protection, Transportation, Community Safety and Arts) containing goals, objectives and policies for the physical development of San Francisco. In addition, the General Plan includes area plans containing objectives and policies for specific geographic areas. Four of these area plans are applicable to Port property: Northeastern Waterfront Plan, Central Waterfront Plan, Mission Bay Plan, and the South Bayshore Plan. The Port has prepared proposed amendments to the General Plan for consideration by the Planning Commission and Board of Supervisors, to reflect existing conditions (e.g. demolition of the Embarcadero Freeway) and to conform to the Waterfront Land Use Plan, which are described in more detail in Chapter 5, p. ____.

Achieving conformity between the General Plan and the Waterfront Land Use Plan is important to foster consensus about the long-range development of the waterfront. However, pursuant to the Burton Act Transfer Agreement, as incorporated in the City Charter, a Planning Department finding "that a proposed capital improvement project on Port property does not conform to the Master Plan does not preclude the Board of Supervisors from authorizing an appropriation of Port funds for the capital improvement project." (Transfer Agreement, Article VII, Sec. 20.)

The Planning Commission and Board of Supervisors have authority over Zoning Map and Planning Code provisions that establish the use and related performance and development standards, such as the height and bulk districts, and the regulations that govern development within those districts (e.g. parking, design). Special use districts, special height districts and special sign districts provide special regulations within those districts. There is a Northern Waterfront Special Use District (NWSUD) that includes Port property north of Pier 26 to Hyde Street Pier. The NWSUD includes three subareas, two of which include Port lands (NWSUD #1 and #3). In the NWSUD, there are policies and criteria that apply to new land uses, in addition to those associated with the underlying use district classifications (C-2, Community Business; and M-1, Light Industrial) applicable to Port property.

The Planning Commission also has authority to grant conditional use authorizations, subject to appeal to the Board. The Port issues any permits or authorizations necessary for construction on Port property.

The Port has prepared proposed amendments to the Zoning Map and Planning Code to reflect the policies of the Waterfront Land Use Plan. See Chapter 5, p. ____ for a discussion of the proposed amendments, which will be further refined to include a proposed Waterfront Design Review process.

(33) Page 40 — In the first sentence, delete "water-dependent" and, after "uses," add which depend on a waterfront location to operate.

(34) Page 41A — Remove "Existing Maritime Areas" shading from Pier 46B

(35) Page 43 — Add the following paragraph at the top of the page, preceding the first paragraph:

Maritime uses on Port property are permitted uses of public trust lands, as well as under the San Francisco General Plan and Planning Code. Under the McAteer-Petris Act and BCDC Bay Plan policies, those maritime uses that rely on a waterfront location to operate (e.g. navigable vessel transportation and berthing) are permitted on existing or new fill in BCDC's Bay jurisdiction. However, some maritime support activities which are included in the definition of maritime use in the Waterfront Plan (e.g. maritime office) are not considered to be "water-oriented" and, therefore, are not permitted in BCDC's Bay jurisdiction.

(36) Delete the last sentence in the third paragraph and replace the last sentence with: These financial considerations must be addressed before determining whether Piers 15-17, 19-23, and 27-29 can be developed with uses other than the existing industrial maritime and support uses.

(37) Add the following sentence after the first sentence in the last paragraph: To address the potential for such a transition, the Port will complete a Pier 15-29 Special Planning Study, pursuant to a Draft Concept Agreement with BCDC and Save San Francisco Bay Association (see Chapter 5, p. ___ for more discussion).

(38) Page 44 — Add to the beginning of the paragraph numbered 2: As indicated in the Waterfront Design & Access Program,.

(39) Add to the end of 2b: Creation of these improvements will be in conformity with the Waterfront Design & Access Element of the Waterfront Land Use Plan.

(40) Page 45 — Add at the end of 2c and to the end of 7: Creation of these improvements will be in conformity with the Waterfront Design & Access Element of the Waterfront Land Use Plan.

(41) Page 46 — Add the following new first paragraph to item 13: Prior to approving any new development projects on Piers 15-17, 19-23, or 27-29, complete a Pier 15-29

Special Planning Area Study (a provision of a Draft Concept Agreement with BCDC and Save San Francisco Bay Association, described further in Chapter 5) which includes the following steps:

(42) In the existing first sentence of item 13, replace "a Transitional Maritime Site is" with Piers 15-17, 19-23 or 27-29 are.

(43) After paragraph e, add the following additional steps:

Identify the location, size and design of a new public open space to be created within the Special Planning Study Area;

Identify the location and configuration of piers based on:

- the removal of up to 210,000 square feet of pier area to create new open water in the Pier 15-35 area, of which at least 120,000 square feet would be removed within the Special Planning Study Area;
- recommendations regarding the preservation of historic piers and pier sheds resulting from further historic preservation studies to be conducted by the Port;
- the possible designation of specified boundaries and pier area limits for potential future projects involving pier reconfiguration.

(44) Page 47 Add the following text after the first paragraph of the "Open Spaces and Public Access" discussion: Open spaces and public access on Port property are permitted uses of public trust lands, and can be allowed under the San Francisco General Plan and Planning Code. Under the McAteer-Petris Act and BCDC Bay Plan policies, open space is a form of public access, which can be created on replacement fill or on minor amounts of new fill in BCDC's Bay jurisdiction.

(45) In the last sentence of the third paragraph under "Open Spaces and Public Access," delete "the south bank of" and "will result in," and replace with have resulted in.

(46) In the last sentence on the page, delete "and the 11 acre wetlands and other waterfront open spaces approved as part of the Mission Bay Plan"

(47) Add a new last paragraph: To address existing shortcomings, the Waterfront Design & Access Element includes special emphasis on public access and open spaces. Policies in the Element call for creation of an integrated system of public

access and open spaces which includes a variety of open spaces, and services and improvements to make them more attractive to the public (See Chapter 3 of the Design & Access Element).

(48) Page 49A — Amend Map B: Open Spaces and Public Access to shade the Pier 46B edge on China Basin as "Planned Open Spaces and Public Access [a]" and relocate the "Proposed San Francisco Bay Trail [c]" from Berry Street to the shoreline along the South Beach Yacht Harbor and the Pier 46B edge on China Basin. Change "South Beach Park - Phase Two" shading to reflect the planned ballpark site.

(49) Amend map to shade the public access improvements planned and completed along Islais Creek.

(50) Update map to be make consistent with the Waterfront Design & Access Element as approved by the Port Commission during Plan adoption (e.g. shade the Triangle Lot and Pier 43 ½ at Fisherman's Wharf as "Planned Open Space and Public Access").

(51) Amend Note [a], No. 14, to add and shoreline public access.

(52) Page 51 — Add and in the Waterfront Design & Access Element to the end of the first paragraph.

(53) Add as indicated in the Waterfront Design & Access Element to the end of the paragraphs numbered 2, 3, 4, and 9

(54) Delete paragraph number 6 because the urban design guidelines have been completed.

(55) Page 52 — Add the following sentence after the first sentence in the first paragraph: Prior to approval and construction of housing on those sites, the Port, State Lands Commission and the Legislature adopted special findings determining that those seawall lots were surplus to the needs of the public trust before those units were built, because residential use is not consistent with the public trust.

(56) Replace the last sentence of the first paragraph with the following: As discussed in the introduction to this Chapter, pursuant to the public trust doctrine, any sites developed with housing must be declared surplus to the needs of the trust. Such a declaration may be appropriate for these lots because the land involved is separated from the water, constitutes a small portion of the land in the public trust, and could be more useful to the overall development of the waterfront as housing than if retained for a strictly trust use.

(57) Modify the order of the sentences in the second paragraph by moving the first two sentences to the end of the paragraph, and delete the phrase, "At the same time," at the beginning of the third sentence.

(58) Delete the first part of the paragraph numbered 4 (before the colon) and replace it with Ensure that new residential development meets the requirements of the Waterfront Design & Access Element and the following design objectives:.

(59) In item 6, delete "Seek New Residential Uses on seawall lots" and replace it with Coordinate with the State Lands Commission to lift the Public Trust on any seawall lots proposed for New Residential Uses which.

(60) Page 53 Add the following paragraph after the first paragraph: Non-maritime commercial uses will be carefully considered to ensure that the use is permissible under State law (i.e. the Burton Act and BCDC policies and regulations). For example, before the Port would grant a long-term lease for a commercial use on a pier, it would determine whether the use promoted the public trust by attracting people to use and enjoy the Bay or was an incidental part of an overall program of harbor development. If the proposed use was to be located within BCDC's Bay jurisdiction, the use would also have to be water-oriented or located within an historic structure, in addition to meeting other criteria. Commercial uses on seawall lots would be outside of BCDC's jurisdiction; some seawall lots may also be free of trust restrictions or available for longer term leases than pier sites. These commercial uses also can be allowed under the San Francisco General Plan and Planning Code as permitted or conditional uses.

(61) Page 54 Add the following sentence before the last sentence in the third paragraph: To achieve this goal, The Waterfront Design & Access Element provides additional policies for the design of new development, including policies on public access, views and historic preservation.

(62) Add the following sentence to the end of the fifth paragraph: The Waterfront Design & Access Element includes further discussion and description of qualitative standards for PortWalk improvements.

(63) Add and the planned ballpark site on Pier 46B which has a height limit of 150 feet to the end of the second to the last sentence on the page.

(64) Page 57 In the paragraph numbered 1, replace the phrase that follows "Existing Commercial Uses" with consistent with the Waterfront Design & Access Element.

(65) In the paragraph numbered 4, at the beginning of the last sentence, add As indicated in the Waterfront Design & Access Element.

(66) In the paragraph numbered 6, add Consistent with the Public Trust, to the beginning of the existing sentence, and add the following new sentence to the end: In BCDC Bay jurisdiction, ensure that New Commercial Uses are water-oriented and meet other BCDC policies.

(67) Page 58 Add As further described in the Waterfront Design & Access Element to the end of the paragraph numbered 9 and the beginning of the paragraph numbered 12.

(68) Replace the first sentence of the paragraph numbered 13 (before the colon) with the following: Develop projects which are consistent with the Waterfront Design & Access Element and which meet the following objectives for mixed use developments:

(69) Page 59 Add to the end of the paragraphs numbered 14 and 15: and is consistent with the Waterfront Design & Access Element.

(70) Revise item 17 by adding a new sub-item d: d. complies with applicable BCDC requirements if the pier is in Bay jurisdiction (e.g. "no upland alternative").

(71) Page 60 Amend the second to the last sentence of the first paragraph to add and General Industry.

(72) Add the following sentence to the end of the first paragraph: In addition to the policies and development standards, proposals for any "Other Uses" will be carefully reviewed to ensure that the use is permissible under the Burton Act, BCDC policies and regulations, and applicable General Plan and Planning Code requirements.

(73) Add the following new General Land Use Policies for General Industry:

1. Allow general industry as permanent uses only on seawall lots that are determined to be surplus to the public trust for the length of the lease term.

2. Avoid general industry uses that would have significant adverse environmental impacts on water quality or natural resources that can not be mitigated.

(74) Page 61 Revise the first bullet to read: The Port's limited financial reserves have precluded the Port from making long-term improvements to many of its deteriorating properties.

(75) Delete and replace text in the second bullet with the following: The development of long-term, revenue-generating waterfront development projects will occur incrementally, given the substantial financial requirements of repairing aging

facilities and incorporating maritime uses and public access as promoted in the Waterfront Land Use Plan.

(76) Delete the last bullet in the right-hand column.

(77) Delete the first three sentences in the second paragraph, and replace with the following text: As discussed in the introduction to this Chapter, under the Burton Act public trust lands may be leased for interim, short-term uses pending their ultimate development for a trust use. Similarly, BCDC includes provisions for interim uses on property designated for port-priority use in the BCDC/Metropolitan Transportation Commission *San Francisco Bay Area Seaport Plan* which includes much of the Port's property south of China Basin Channel. However, there is no clear regulatory distinction between interim, short-term uses and long-term uses.

(78) Delete last paragraph at the bottom of the page.

(79) Page 62 Add the word new to the title: General Land Use Policies for New Interim Uses.

(80) In item 1d, delete "Encouraging BCDC" and replace with: Work with BCDC to implement the Concept Agreement (discussed in Chapter 5, p.____).

(81) Page 65 In paragraph 13a, revise the phrase ... "unless the uses would be compatible with residential and other uses planned for adjacent and nearby property in the Mission Bay Specific Plan approved in 1991" to read unless the uses would be compatible with uses planned for adjacent and nearby property approved in the Mission Bay Plan, as may be amended from time to time.

(82) Replace the paragraph preceding the list of "Unacceptable Non-Maritime New Uses" with the following: The uses listed below are determined by the Port Commission to be unacceptable on piers or within 100 feet of the shoreline.

(83) Delete asterisk **** following "Sports facilities with seating capacity greater than 22,000" and corresponding text, and replace it with unless approved by San Francisco voters at an election.

Chapter 4: Subarea Plans

All Acceptable Land Use Tables in Chapter 4:

(84) Change all "E"s (Existing Acceptable Use) to "A"s (Acceptable Use). Change all "E/X"s (Existing Accessory Use) to "X"s.

(85) Delete footnote 4.

(87) Add a new note: Uses are subject to further review for compliance with the Public Trust, BCDC and Planning Commission policies, which will vary depending on factors specific to the use proposal such as pier condition, extent of proposed repairs, and/or whether the use is proposed within a National Register historic resource. (See Chapters 3 and 5 for further discussion of waterfront regulations.)

(88) Page 68 In the first line, after "where feasible," add and consistent with BCDC and the Public Trust.

Fisherman's Wharf

(89) Page 75 Beginning of the second full paragraph, delete "Given the current depressed state of the fishing industry."

(90) Page 78 In the fourth line, replace "planned in conjunction with" with have been developed as part of.

(91) Page 79 Insert at the end of the first partial sentence at the top of the page: Pursuant to a Draft Concept Agreement between the Port, BCDC and Save San Francisco Bay Association (discussed further in Chapter 5), the Port will work with the Fisherman's Wharf community to develop a public plaza on The Triangle (Seawall Lots 300 and 301), with parking relocated underground. The plaza would occupy approximately 70% of the site and would be financed by revenues from a market hall or similar retail commercial development on the remaining 30%, consistent with the Waterfront Design and Access Element. In addition, the Port will make efforts to extend the open space and public access onto Pier 43 ½. In the next sentence, replace "In addition, the door should be left open" with The door will be left open....

(92) In the third full paragraph, revise the first two sentences to read: Long-term parking spaces for fish handlers are provided on Pier 45 to serve the fish handling businesses now thriving in Sheds B and D. The Hyde Street Harbor project will provide spaces adjacent to the new fishing boat berths. Delete the last sentence.

(94) Page 83 Add a new bullet:

- Preserve Pier 45 according to The Secretary of the Interior's Standards for Rehabilitation.

(95) Add a new bullet:

- Operate and manage activities in the area to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee.

(96) Delete the second to the last bullet.

(97) Page 84 In the second bullet, add consistent with the Waterfront Design and Access Element and in the last sentence before "historic maritime industrial character."

(98) Add a new bullet:

- Operate and manage activities to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee.

(99) Page 85 Under the heading "Pier 43 ½ and the Triangle/Seawall Lot 301", add Seawall 300 to the title of the second set of bullets. Replace the first and third bullets with the following new bullet:

- Work with the Fisherman's Wharf community to develop a new public plaza on approximately 70% of The Triangle (Seawall Lots 300 and 301) to implement the Draft Concept Agreement between the Port, BCDC and the Save San Francisco Bay Association (discussed further in Chapter 5). The new plaza would require relocating existing surface parking in an underground garage, and would be financed by a market hall of other retail commercial development on the remaining 30% of the site. Work with affected Port tenants to meet interim parking, vehicular circulation and other operational needs of affected businesses during the construction period, and to develop a long-term management program (e.g. maintenance, security, event planning) for the plaza.

(100) In the second bullet under the same heading, after "the feasibility of", add allowing some commercial use in exchange for removing or. Replace "in order to make more open space available" with to extend open space to the water's edge.

(101) Revise the fourth bullet under the same heading to read:

- Consistent with the Waterfront Design and Access Element, design the Triangle Plaza and new retail buildings with "transparent" design to provide views through the building to the Bay.

(102) Delete the fifth bullet under the same heading.

(103) Page 86 Under the heading "Proposed Hyde Street Harbor", add the following to the end of the third bullet: Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee. Repeat this bullet, as amended, under the "Hyde Street Pier" heading.

(104) Page 87 Add the following new bullet under each of the four area headings on the page:

- Operate and manage activities to ensure compliance with all applicable environmental and water quality laws and regulations. Coordinate compliance efforts to improve water quality with the Fisherman's Wharf Environmental Quality Advisory Committee.

(105) Page 88 Delete the existing first bullet and add the following new bullet under the heading "Pier 43 (Ferry Arch)":

- Consistent with the Waterfront Design and Access Element, retain and reuse the historic Pier 43 Ferry Arch.

Northeast Waterfront

(106) Page 90 Before the third sentence, add Prior to new development, a Special Planning Study will determine how to meet cargo and maritime needs, the location of a major new open space in the area, and location and allowable reconfiguration of these piers.

(107) Page 92 In the first paragraph, delete "major arterial in the City's transportation system. With construction of the Waterfront Transportation Projects, The Embarcadero will be recast as a."

(108) Delete "recently constructed" from the description of Pier 7 in the last sentence.

(109) Page 94 Add to the end of the page: In addition, if piers are no longer needed for cargo use between Piers 15 and 29, then a site should be planned for a new public open space that would be developed in conjunction with new mixed use development.

(110) Page 96 — Add Open Space as an acceptable use for Pier 19 - 23, 23 ½.

(111) — Revise the asterisk language to read: General Office is an acceptable use in both the historic and non-historic buildings on the bulkhead sites of these piers."

(112) Page 97 — Indicate the boundaries of the Pier 15-29 Special Planning Study Area on the map.

(113) — Add a new note [b] for Transitional Maritime Sites: [b] A Pier 15-29 Special Planning Study will be conducted to determine the location of a major new open space and open water area and Pier reconfiguration if the piers in this area no longer are needed for cargo-related use. See p. ___ for more discussion.

(114) Page 99 — Replace the seventh bullet with the following: Retain and reuse the Pier 31, 33 and 35 bulkhead and connector buildings consistent with the historic preservation policies and site-specific design criteria in the Waterfront Design and Access Element. Develop criteria for rehabilitation and reuse of these historic structures.

(115) — Delete the ninth bullet.

(116) Page 100 — Add the following phrase to the beginning of the last sentence on the page: Consistent with the Waterfront Design & Access Element of the Plan, Delete the word "therefore" in the sentence.

(117) Page 101 — Add the following phrase to the beginning of the first two bullets: Consistent with the Waterfront Design & Access Element,

(118) — In the third bullet, replace "as an entrance" with which serves as an important access.

(119) Page 102 — Delete the first two paragraphs and replace with the following: Although cargo-related operations at these piers should be allowed to remain as long as the Port determines them to be economically and operationally viable, there is potential for the development of a mix of maritime, commercial and public access uses on these piers, which also would meet the objectives for the Northeast Waterfront. As explained in Chapter 3 (p. ___ and General Policies on p. ___), the purpose of the Pier 15 - 29 Special Planning Area Study is to resolve the following issues before the Port approves any new development on these piers: 1) whether the piers will continue to be viable exclusively for maritime uses; 2) the location and size of a major new "Northeast Wharf" open space within potential new maritime mixed use development in the Special Study Area; and 3) the location and configuration of piers, including removal of pier area to create open water.

(120) Page 103 Revise the first bullet to read: Pursuant to the General Policies on page ___ of Chapter 3, conduct a Pier 15 - 29 Special Planning Area Study if the Transitional Maritime Areas are no longer necessary for cargo shipping related uses. Pursue a mix of activities that achieves the following:

(121) Add a new section e: Create a "Northeast Wharf" public open space on a site to be determined in the Pier 15 - 29 Special Planning Area Study.

(122) Add a new section f: The removal of pier area to create open water.

(123) In the second bullet, delete the last sentence.

Ferry Building Waterfront

(124) Page 105 In the third paragraph, add language indicating that the Agriculture Building originally was named the Ferry Station Post Office .

(125) In the last paragraph, delete "which are highly rated by the Foundation for San Francisco's Architectural Heritage for their architectural and historical significance,".

(126) In the last full sentence, after "These buildings" add: "together with the Ferry Building and Agriculture Building, will be preserved according to the Secretary of the Interior's Standards for Historic Rehabilitation and....

(127) Delete the following two sentences starting with "On the other hand," which continue onto the next page.

(128) Page 108 Delete the first sentence of the first whole paragraph and the first four words of the second sentence, and replace with: To address this issue, the Waterfront Design and Access Element includes design criteria for the PortWalk to create continuous waterfront pedestrian access from the Embarcadero Promenade south of the Agriculture Building to the south edge of Pier 1. On the City side, the planned Ferry Building Plaza will....

(129) Page 110 In the second paragraph, delete "Although reuse plans for Treasure Island are in their infancy".

(130) At the end of the third paragraph, replace "Mission Bay" with China Basin.

(131) Page 111 After the third sentence in the fourth paragraph, add New development along the waterfront to the south, such as the South Beach Harbor, the new South Beach mixed-use residential neighborhood and the adjoining ballpark planned at China

Basin, reinforce this interest.

(132) Page 114 — At the end of the seventh bullet, add and pedestrian activity on the PortWalk along the Embarcadero Promenade.

(133) Page 115 — Revise the third bullet to read: Preserve the Piers 1, 1 ½, 3 and 5 bulkhead and connector buildings according to the Secretary of the Interior's Standards for Historic Rehabilitation and allow for improvements in visual and physical access to the waterfront as further described in the Waterfront Design & Access Element.

(134) — Add a new fourth bullet: Preserve the Ferry Building and Agriculture Building according to the Secretary of the Interior Standards for Historic Rehabilitation.

(135) Page 116 — At the end of the third bullet, add that both attract and benefit from visitors to the waterfront.

(136) Page 117 — In the first sentence, delete "When funding becomes available".

(137) — In the second paragraph, change "over 4 ½ acres" to almost three acres.

(138) — In the third paragraph, second sentence, replace "is expected" with will be designed consistent with the Waterfront Design & Access Element in order.

(139) — In the third paragraph, at the end of the third sentence, add , and attract visitors before and after major events on the waterfront such as festivals or activities at the planned China Basin ballpark.

South Beach/China Basin Waterfront

(140) Page 118 — Add before the last sentence: A much larger example is the planned ballpark and pavilion at Pier 46B on China Basin.

(141) Page 119 — In the second paragraph, delete item 3) re Pier 46B and renumber the following items.

(142) Page 120 — In the second sentence of the second paragraph, add along the south shoreline of China Basin and from after the word "extending."

(143) — Delete the last sentence on the page and replace with: The replacement and enhancement of the existing public boat launch facilities at Pier 52 is expected to be completed for the 1997 boating season, with a new cafe and bait shop to be added later.

(144) Add a new third paragraph: In addition, China Basin Channel (Mission Creek), a navigable waterway, extends westerly from China Basin passing under the Lefty O'Doul Bridge and the Fourth Street Bridge. Although the Channel has been significantly altered, it is the last remnant of the original Mission Bay formed by Mission Creek, and it still supports wildlife. The Mission Creek Harbor Association, located on a portion of its south bank, harbors recreational boats and houseboats, and has developed and maintains a landscaped public access area along the adjoining Channel shoreline.

(145) Page 121 Add a new fourth paragraph: In 1996, the voters approved a ballot proposition to enable a ballpark to be built on a 13-acre site at China Basin on Pier 46B, two seawall lots and an adjoining City block. The planned 42,000 seat ballpark will include an ancillary retail and commercial pavilion building. The decking on the south side of Pier 46B will be improved as a public access area, extending the PortWalk to the Lefty O'Doul Bridge and the China Basin Channel. A planned ferry terminal will enable ballpark visitors and others to ride across the Bay.

(146) Replace the existing fourth paragraph with: The other major land use change adjacent to the Port is the proposed development of Mission Bay. Although the 1991 Development Agreement for this property was terminated by the land owner, planning is now underway to convert this 300 acre site to a new mixed-use waterfront neighborhood and a new research campus for the University of California, San Francisco (UCSF). North of the China Basin Channel, the Redevelopment Agency is developing a redevelopment plan for housing units, commercial retail uses and shoreline open spaces. South of the Channel, plans are being developed for housing, commercial-industrial uses, a hotel, a variety of retail uses, and shoreline and other open spaces, in addition to the UCSF campus.

(147) In the fifth paragraph, in the first line after "South Beach/China Basin area" add and the visitors anticipated at the proposed ballpark.

(148) After the last sentence, add: Attractive recreational, retail, commercial and other visitor-serving activities should encourage users of the ballpark to enhance and extend their visit to the waterfront and their experience of San Francisco Bay.

(149) Page 122 In the first sentence, delete "and" in first line and, after "neighborhoods" in the second line, add and the planned ballpark.

(150) Replace the second and third paragraphs with: Prior proposals for this area included uses such as a marina, a hotel and exhibition hall, general and specialty retail activities, public assembly facilities, significant public access areas suitable for hosting sailboat races and exhibitions and a cruise terminal, in various combinations. These illustrate the nature of possible mixed use opportunities

along the South Beach Waterfront.

151 After the first sentence in the fourth paragraph add: The ballpark will generate increased demand for commercial uses, and stimulate development along the waterfront as called for in this Plan.

152 Page 124 In the third sentence after "China Basin Channel, add , the waterfront promenade and scenic overlooks planned as part of the ballpark at Pier 46B. Replace the fifth sentence with: In addition, Piers 34 and 36 should be removed to create a site for a new "Brannan Street Wharf" open space.

153 Page 126A Separate Pier 24 and Pier 24½; reduce Pier 24 Acceptable Uses to Open Space and Public Access; reduce Pier 24½ Acceptable Uses to Water Taxis, Public Access, Assembly and Entertainment, Museums and Retail.

154 Separate Pier 30-32 and Pier 34; no change to Pier 30-32 uses; reduce Pier 34 Acceptable Uses to Open Space and Public Access.

155 Replace the "Seawall Lot 337" and" Portions of Seawall Lots 338/339" footnote (**) with the following new footnote, which is also added to "Facility 2012": These sites were included in the City's 1991 Mission Bay Plan and Development Agreement. The City and developer have been reevaluating the Plan, in the process of creating redevelopment plans for the area, and the developer has terminated the Development Agreement. New plans are being developed for Mission Bay north and south of China Basin Channel which will include housing, retail, commercial, industrial, hotel, open space, and the new UCSF research campus. The Port will reevaluate long term land uses for these sites and amend this Plan as more information becomes available.

156 Page 127A Revise "China Basin Opportunity Area" and "South Beach Park" shading to reflect the planned ballpark site.

157 Indicate on the Map and in the Map Notes that Piers 24, 34 and 36 will be removed.

158 Revise Note 2 to read: Port seawall lots between Mission Rock St. and Mariposa St. were to be transferred to Catellus Development Corporation pursuant to the Mission Bay Plan, and this transfer is going forward while new Mission Bay planning is underway. These 'transfer' parcels are excluded from the Waterfront Plan Project Area Boundary. Change the "Waterfront Plan Project Area Boundary" between Mission Rock and Mariposa Streets to fall along the west side of Terry A. Francois Boulevard.

159 Page 130 — In the first paragraph, replace the last two sentences with Remove Pier 24, which is currently condemned, to open sweeping views of the Bay and Downtown from new development on Piers 26 and 28, and provide more open water and broader Bay views along the Promenade.

160 — In the first sentence of the second paragraph, delete "if a current proposal to build a sports arena two blocks inland at Rincon Hill is realized" and replace with once the planned ballpark at China Basin is completed.

161 Page 131 — First bullet, delete "and a part of Pier 24 (if feasible)."

162 — In the second bullet, remove "all or part of" and add at the end of the first sentence: and maximize the views from new development and public access areas at Piers 26 and 28, as further discussed in the Waterfront Design & Access Element. Delete the last sentence.

163 — Replace the third bullet with: Retain and reuse the historic Pier 26 and 28 bulkhead facades, as specified in the Waterfront Design & Access Element.

164 Page 132 — Add Pier 36 to the first line.

165 — Fourth line, replace sentence with In contrast, adjacent Pier 34 is condemned and should be removed, and Pier 36 is in extremely poor condition also warranting removal.

166 — Add a new third paragraph Piers 34 and 36 should be removed in order to create a major Brannan Street Wharf open space. This will provide a major park on the water opposite the South Beach neighborhood, and celebrate open water and broad Bay views along the Embarcadero Promenade. The open water will maximize the view potential for new development and public access areas at Pier 38. Less than a quarter mile from the proposed ballpark and midway along South Beach's waterfront edge, the Brannan Street Wharf is expected to become a major focus for residents and for visitors to the ballpark and other new mixed use projects in this area.

167 — In the first bullet after "region" add: and which will complement and leverage the anticipated visitor activity the ballpark will bring to the waterfront

168 — Replace the last bullet with: As discussed in the Waterfront Design & Access Element, demolish Piers 34 and 36 to create a Brannan Street Wharf open space, integrated with the Embarcadero Promenade and the public access and shoreline improvements for new development on Piers 30-32 and 38.

169 Page 133 In the first line, delete the reference to Pier 36.

170 Delete the last sentence in the first paragraph.

171 Add at the end of the second paragraph: This Waterfront Plan identifies uses for Pier 40 such as ferry and excursion boats, maritime offices, maritime support services, temporary and ceremonial berthing, water taxis, a museum, retail, warehousing/storage as an interim use, and parking as an accessory use.

172 Replace last two paragraphs with: Pier 38 can be redeveloped to complement Pier 40 and the South Beach Harbor. Pier 38 can accommodate the overflow demand for water-related activities, such as excursion boat operations which need better facilities. Other possibilities include a center for maritime support services, boat dry storage, additional docking for short-term visiting boaters. A restaurant could serve these uses as well as the large number of visitors to the waterfront expected from the planned China Basin ballpark. In the meantime, the Redevelopment Agency has renovated a part of the Pier 38 bulkhead structure for cafe use.

173 Page 134 At the end of the first bullet, add: consistent with the public trust and BCDC requirements.

174 Delete the third bullet.

175 In the fifth bullet, delete the reference to Pier 36.

176 Delete the third paragraph. In the first sentence of the fourth paragraph, delete the remainder of the sentence after "complex and the", and replace it with Mission Bay Area.

177 Page 135 Delete all four paragraphs and replace with the following: In March 1996, the voters of San Francisco approved Proposition B which changed City law so that an open air ballpark with up to 45,000 seats could be built at China Basin, with associated parking and various uses accessory to or related to the ballpark and assembly and entertainment uses, including sports clubs, restaurants and retail shops. The ballot proposition created the Northeast China Basin Special Use District and changed the height limit from 40 feet to 150 feet, excluding light standards for the purpose of lighting the ballpark. Construction of the ballpark will require other approvals by City and State agencies.

The new ballpark should attract an estimated three million baseball fans to the waterfront each season, many of whom will travel by foot, bicycle, transit and car along The Embarcadero and its waterfront Promenade ("Herb Caen Way").

Others will travel along the Mission Bay waterfront via Terry Francois Blvd. Still others will take ferries across the waters of the Bay.

The ballpark will create a unique opportunity to attract these visitors to activities on Port piers and seawall lots and will prolong their enjoyment of the waterfront before and after ball games and other events. Rincon Park, South Beach Park, the Brannan Street Wharf and parks south of the Channel will be enlivened as visitors discover these existing and planned public places. The water-oriented, mixed-use developments planned for the Ferry Building area, Piers 26-28, 30-32, 38 and 40, as well as adjacent seawall lots, will be designed and programmed to take advantage of ballpark visitor activity. New public and ballpark-related media exposure will aid the public's growing recognition of the waterfront. Increased demand for land uses to serve new visitors will accelerate the time frame for implementing the new development, open spaces and public access envisioned in the Waterfront Plan.

(178) Page 136 — Delete the first, sixth and eighth (last) bullets. In the fifth bullet, replace "where feasible" with As discussed further in the Waterfront Design & Access Element..

(179) Page 137 — Replace the first bullet with the following: A ballpark may be an acceptable land use option for Pier 46B, Seawall Lots 335 and 336, and Assessor's Block 3794 (if acquired by the Port) if the Port Commission determines that the project (1) is in the best interest of the Port; (2) includes site design, public access improvements and architectural treatments which are oriented to the Bay; (3) includes a comprehensive transportation management plan that includes, but is not limited to, measures to encourage the use of transit by ballpark patrons and employees, to be implemented by a specially-formed ballpark transportation coordinating committee comprised of representatives from the project sponsor, the City and the Port, transit providers and the community; (4) includes opportunities for the efficient use of existing parking resources and does not locate any permanent parking areas on piers; and (5) provides a compensation package acceptable to the Port for this use of its property. The ballpark use would also require the approval of the BCDC and the California State Lands Commission.

(180) Add a third bullet for Piers 48, 50 and 54: Allow a cafe or restaurant as an interim use in portions of the bulkhead building closest to the planned ballpark to encourage people attending a ball game or other event to extend their visit to the waterfront.

(181) Page 138 — In the first bullet, replace the word "Repair" with Replace and enhance.

(182) Under the heading "Development Standards for Other Existing or New Open Spaces and Public Access", add China Basin and the following bullet: As discussed further in the Waterfront Design & Access Element, provide a linear

waterfront open space offering superb Bay views along China Basin's south shore for residents and workers of South Beach and Mission Bay and visitors to the planned ballpark.

Southern Waterfront

183 Page 143 — In the first full paragraph, delete the first two sentences and replace them with the following: The BCDC/MTC regional Seaport Plan allows greater flexibility in interim uses by allowing longer lease terms for amortizing improvements which ultimately can be used by cargo-related or port-priority uses.

184 — In the third sentence, replace "for Maritime Expansion Areas would" with particularly in Maritime Expansion Areas will....

185 — Delete the fourth sentence.

186 — In the fourth full paragraph, delete the first two sentences. Change the beginning of the next sentence to read The amended BCDC/MTC Seaport Plan identifies four sites in the Southern Waterfront that are surplus....

187 Page 144 — In the second paragraph, first sentence, delete "open space and residential."

188 Page 145 — At the end of the second paragraph, delete "and Service Engineering Company (SECO), which operates out of Pier 50 are" and replace it with is.

189 — Replace the first sentence of the third paragraph with the following new sentence: San Francisco Drydock recently released 18 acres which were no longer needed for ship repair operations from its lease with the Port.

190 Page 146 — Under "Warm Water Cove", replace the second and third sentences with "The Seaport Plan amendments deleted policies calling for potential expansion of Pier 80 container cargo operations, which would have required major site acquisitions and the filling of Warm Water Cove. This amendment permits the Port to reinvest in long term improvements to attract people to and facilitate caretaking of the property.

191 Page 151A — Revise the Map to show additional public access improvements along Islais Creek.

192 Page 155 — In the first sentence, replace "pursuant to the Mission Bay Specific Plan" with in Mission Bay.

Chapter 5: Implementation of the Plan

(193) Page 161 Replace all the unbolded text on the page with the following:

The legislative process began in 1990 when San Francisco voters adopted Proposition H, calling for preparation of a land use plan for a portion of the Port's property. Now that the Port Commission has adopted the Plan, it can seek approval of (1) conforming amendments to the City's General Plan and City Planning Code for review and action by the Planning Commission and Board of Supervisors; and (2) conforming amendments to the Bay Conservation and Development Commission's plans and policies, consistent with the Concept Agreement discussed in this Chapter, for review and action by BCDC.

The site-specific development process for new development projects within BCDC jurisdiction can begin in earnest upon completion of the legislative process. In the meantime, economic revitalization on seawall lots, or maritime projects on Port land not subject to the Proposition H moratorium, should begin as soon as possible.

The legislative process and the site-specific development process necessary to fully implement the Waterfront Land Use Plan are discussed more fully below:

(194) Page 162 In the first line of the second paragraph, replace "has been prepared to meet" with meets.

(195) In the fourth and fifth line of the second paragraph, delete ", as illustrated in "Land Uses Permitted Under Existing Waterfront Regulations."

(196) In the paragraph numbered 1 (and elsewhere throughout the Plan) replace "Master Plan" with General Plan.

(197) Delete the fourth and fifth paragraphs and insert the following text:

Amendments to the San Francisco General Plan

As described in the introduction to Chapter 3, the San Francisco General Plan is the City's official land use policy document adopted by the San Francisco Planning Commission and approved by the Board of Supervisors. In coordination with Planning Department staff, the following elements and area plans have been reviewed and amendments have been proposed for review and consideration by the Planning Commission to establish consistent land use policies between the Waterfront Plan and the General Plan: Commerce & Industry, Recreation & Open Space, Northeastern Waterfront, and Central Waterfront.

Many of the proposed amendments are informational updates which reflect land use trends or changes that have occurred or are underway (e.g. the conversion of the Golden Gateway and South Beach areas to urban mixed-use residential and commercial neighborhoods; removal of the Embarcadero Freeway; current trends in the cargo shipping industry). Other proposed amendments would allow uses on Port property, consistent with the acceptable uses identified in the Waterfront Plan (e.g. commercial recreation and public assembly activities on Northeastern Waterfront piers; revenue-generating commercial and industrial uses to finance the preservation of three Union Iron Works buildings at Pier 70). Additional General Plan amendments may be proposed to address open space, public access and urban design improvements included in the Waterfront Design & Access Element of the Waterfront Plan. The proposed General Plan amendments are expected to be considered for Planning Commission adoption in late summer 1997 and subsequently approved by the Board of Supervisors.

Amendments to the San Francisco City Planning Code and Zoning Map

The Port staff will be reviewing San Francisco Planning Code procedures and amendments and BCDC permit processing procedures with the Planning Department and BCDC staffs, with the goals of streamlining and improving the development review process.

As described in the introduction to Chapter 3, the Planning Code includes a Northern Waterfront Special Use District, made up of three subdistricts; two of the subdistricts, Special Use Districts #1 and #3, include Port property. The boundaries of Northern Waterfront Special Use District #1 (NWSUD #1), which currently include the Port's piers between the Hyde Street Pier and Pier 26, are proposed to be extended to include Piers 26, 28, 30-32, 34, 36, 38 and 40. Within NWSUD #1, provisions are proposed to allow the acceptable uses identified in the Waterfront Land Use Plan either as conditional or principal uses, depending on the underlying zoning use district. In addition, the proposed revisions include the establishment of a waterfront design review process by the Planning Commission and Department staff for non-maritime projects.

The Waterfront design review process would be structured to include participation by the Planning Department, Port and BCDC in the early, conceptual design stage of proposed projects. The interagency design review process would review the architectural and urban design of new non-maritime developments involving new construction and visible exterior alterations. Criteria for Planning approval should be modified to require consistency with the Waterfront Land Use Plan and its Waterfront Design & Access Element. Based on this review, recommendations would be made to the Directors of the Port, Planning Department and BCDC, to

be carried forward in their recommendations to the Port, Planning and BCDC Commissions, respectively.

Northern Waterfront Special Use District #3 (NWSUD #3) includes Port seawall lots and adjacent privately owned property north of Broadway, and requires conditional use authorization for projects on sites of three acres or more in size. The proposed amendments would extend the boundaries of Special Use District #3 to include Port seawall lots south of Broadway to King Street.

The proposed Planning Code amendments will be submitted, along with the proposed General Plan amendments described above, for consideration for approval by the Planning Commission in late summer 1997, and subsequently adopted by the Board of Supervisors.

Amendments to BCDC Plans

In 1996, the Port and BCDC entered into an agreement which identified BCDC policies and regulatory issues that have been the subject of intensive review and discussion. *(footnote title, date of agreement)* At the invitation of the Port and BCDC staff, Save San Francisco Bay Association joined these discussions, which resulted in the signing of a Draft Concept Agreement ("Concept Agreement") by the three parties in December 1996. The Concept Agreement, included as Appendix E will enable implementation of the Waterfront Plan consistent with the McAteer-Petris Act.

The Concept Agreement serves as the basis for amendments to the BCDC Bay Plan, San Francisco Special Area Plan, and San Francisco Total Design Plan (Piers 7 to 24). To develop consistent policies, Planning Commission staff are also participating in discussions of some of the Draft Concept Agreement provisions that affect General Plan policies or important Planning Commission concerns. The Concept Agreement provisions are guided by the goals listed below, each of which is accompanied by a summary of how the goal is implemented in this Waterfront Plan, or could be achieved through amendment of other City or BCDC laws, regulations, or planning documents. The Port, BCDC and Save the Bay have continued discussions to develop further details of the Concept Agreement for inclusion in the BCDC plan amendments.

- *Create the Waterfront Design & Access Element of the Waterfront Plan consistent with the Concept Agreement including but not limited to the location of significant views and vistas, location of open water, new public access concepts, new public plazas and overall design.* The Waterfront Design & Access Element (Design & Access Element) of this Plan

includes policies, qualitative standards and site-specific design criteria which address each of these design elements.

- *Remove piers to create more open water.* The Design & Access Element includes policies for the removal of Piers 24, 34, 36, and up to an additional 210,000 sq. ft. of pier area between Piers 9 and 35, including at least one pier in the Pier 15-29 Special Planning Study Area.

- *Create new public plazas on the waterfront.* The Design & Access Element identifies a number of future public plazas and parks to be developed on Port property, including a Brannan Street Wharf in the South Beach area, a Northeast Wharf to be located on a site within the Pier 15-29 Special Planning Study Area, and a plaza on Seawall lots 300 and 301 in Fisherman's Wharf.

- *Improve the design, location, and amount of public access on piers.* The Design & Access Element includes standards which require new developments on piers to dedicate at least 25% of the pier area to public access. Additional policies, standards and site-specific design criteria identify locations and provide design direction for developing public access improvements, which will be applied to specific projects through the joint City/Port/BCDC design review process. In addition, shorter-term interim uses within existing Port facilities which generate a *substantial increase* in the need for public access will continue to provide maximum feasible public access. Further discussions with BCDC and Save the Bay are underway to define the interim use projects that will be subject to this requirement. Those discussions will include how the Port's commitments under the Concept Agreement to produce new public open spaces and remove piers can satisfy the public access requirement for smaller, interim use projects which create little or no need for new public access.

- *Develop new rules for replacement fill and pier reconstruction or reconfiguration.* As discussed in the introduction to Chapter 3, BCDC's current "Replacement Fill policy" for pile-supported piers, contained in the Bay Plan, would be replaced with policy that clearly defines BCDC's use authority on piers based on pier condition and whether structural changes or reconfiguration of piers are proposed. /1/

  All piers lying north of Pier 70 have been identified as either Category 1 piers in excellent or good condition, or Category 2 piers in fair or poor condition. Upon adoption as part of the Bay Plan and Special Area Plan amendments pursuant to the Concept Agreement, Category 1 piers will be treated for permit purposes as lying within the BCDC shoreline

jurisdiction; Category 2 piers will fall within BCDC Bay jurisdiction, with specified provisions to allow the Port to conduct basic maintenance and repairs without invoking BCDC's water-oriented use restriction. The public access and open water provisions currently embodied in the Replacement Fill policy will be replaced with the above-described commitments to create new open spaces, remove piers and provide on-site public access guarantees according to the Design & Access Element.

In addition, the Concept Agreement calls for pier perimeter boundaries and pier area limits for specified sites in the Design & Access Element. These boundaries and areas are under discussion and will be incorporated (as proposed or amended per further discussions) into the Special Area Plan. Together with other Concept Agreement provisions, pre-defined pier reconfiguration parameters will increase certainty in the development process and help the Port to formulate approvable projects.

- *Develop new rules governing land uses on existing piers.* As described above, acceptable uses on existing piers will be clearly defined by identifying which piers fall within the BCDC Bay and shoreline jurisdictions, based on their physical condition.

- *Develop means to protect historic resources on the waterfront.* The Design & Access Element includes Port-wide policies to preserve historic resources, as well as specific policies and design criteria to direct the Port's historic preservation efforts in two areas: Fisherman's Wharf to China Basin, and Pier 70. Any resources (e.g. bulkhead buildings) which are listed on The National Register of Historic Places and are within BCDC's Bay jurisdiction would be eligible for an exemption from BCDC's "water-oriented" use requirement to assist efforts to preserve historic resources.

- *Expedite permit processing including the creation of a joint Port/BCDC/City design review process to help streamline permit processing for new projects on the waterfront.* As discussed above under the proposed Amendments to the San Francisco Planning Code and Zoning Map, the Port will work with Planning and BCDC staff to develop an integrated project review process which incorporates BCDC review in the early, conceptual design stages of project development.

The proposed amendments to BCDC plans are anticipated to be submitted for adoption in late 1997. BCDC also will seek approval of the San Francisco Special Area Plan by the Port and Planning Commissions, to ensure consistency with the Waterfront Plan and San Francisco General Plan.

Footnote:

/1/ The "replacement pier" policies were adopted by BCDC after the *McAteer-Petris Act*, specifically to address replacement uses for the Port of San Francisco's finger piers. The *Bay Plan* provides that if the piers deteriorate or become technologically obsolete for commercial shipping or other maritime purposes, then they can be removed and replaced with "replacement fill" subject to the following limitations:

1 The replacement fill would cover an area smaller than the area of the pier being removed; and

2 Only up to 50% of the area of the pier being removed could be used for Bay-oriented commercial recreation or Bay-oriented public assembly, defined as facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops and hotels. (*Bay Plan*, p. 37.) The remainder of the replacement fill, if any, would have to be devoted to public recreation, open space or public access.

Nearly 15 years after the replacement pier policy was adopted, the Attorney General's Office was asked for an informal opinion regarding the Commission's jurisdiction over pier development that would require substantial repairs to the pier, but not complete reconstruction. In 1986, an informal opinion was issued which concluded that proposed development involving more than routine repairs to the pier or substructure would require case-by-case review. If BCDC determined that the work "tends toward creation of what is essentially a 'new' structure,. . .one that is significantly different from what existed prior to the work in terms of its utility or life expectancy or the time period that will be necessary to amortize its overall cost," then BCDC's Bay jurisdiction would be triggered, and the uses supported by the pier would have to be "water-oriented" uses. (Attorney General's Informal Opinion, dated October 8, 1986).

(198) Page 163 Delete Table

(199) Page 164-171 Delete all text up to the heading "Site Specific Development Process for Plan Implementation." Replace the paragraph which follows the heading with the following: Implementation of the Plan requires legislative action to incorporate the Plan's policies and objectives into the existing regulatory framework. This will be accomplished through the legislative amendments described above on page ___. A more efficient site-specific development process for major projects also is necessary to ensure that new land uses and improvements are consistent with local, regional and state waterfront regulations.

(200) Page 171-172 Delete the subheading entitled "Plan Implementation Objectives" and the corresponding text up through the fourth paragraph on page 172. Retain the Flow Chart (page 173A). Add the following new text before item 1: The Waterfront

Plan Implementation Process Flow Chart outlines the Port's approach to improving the site-specific development process. As described below, the steps in this implementation process include early consultation with applicable agencies and the community to formulate acceptable conceptual projects prior to developer selection.

201 Page 175 — At the end of the page, insert the following new text: Because Port Commission actions to approve specific development projects will, to varying extents, continue to be subject to review by the State Lands Commission, Planning Commission and/or BCDC, the process of determining acceptable land uses will continue to involve a systematic review of the respective regulations given the specific uses and lease terms proposed in the project and the site location. Prior to issuing Requests for Proposals for new projects, or approving leases of existing facilities, the Port must continue to conduct this review of land use regulations, with input as necessary from the appropriate regulatory agencies. The attached Figures B, C & D provide an overview of this regulatory review process. (Insert new charts here).

202 Page 176-178 — Delete text up to the section on page 178 entitled "Future Review of the Plan."

203 Page 180-181 — Delete the text except for the section on "The Need for a Flexible Plan" (page 181). In that section, in the second line of the last paragraph, delete "City" so that the text reads "Planning Commission".

Appendix B: Proposition H:

204 — Update to reflect the exemption from Proposition H for the Ferry Building and Pier 52.

Appendix C: Glossary

205 Page 199 — Change "Bulkhead Buildings" to Connector Buildings.

206 Page 200 — In the "Hotel" definition, add historic ships before the word "etc."

207 Page 201 — Change "Pierhead Buildings" to Bulkhead Buildings.

Acknowledgments

208 Page 205 — Update the list of members of the Board of Supervisors and Port Commission.

Figure B

Planning Code Compliance

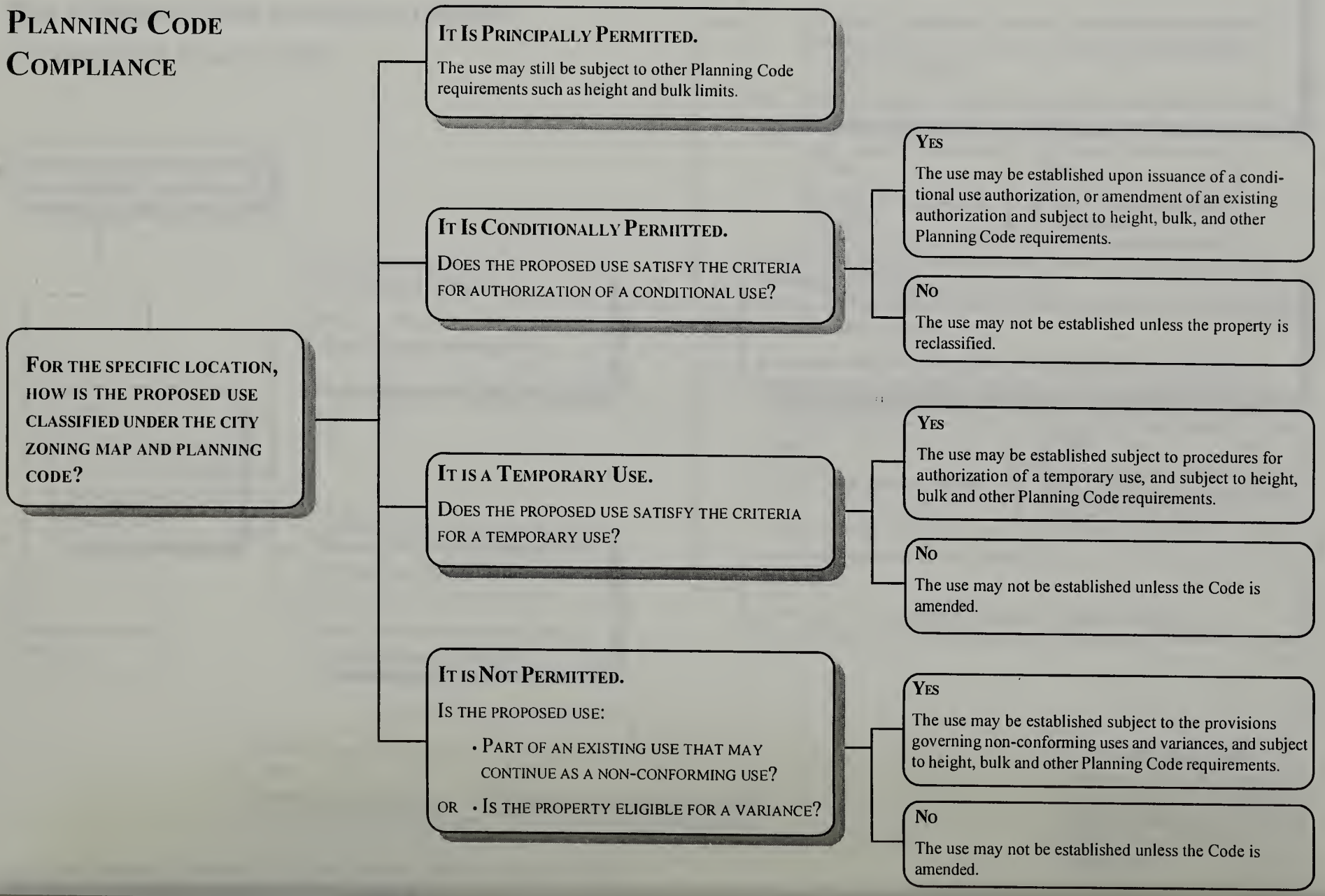
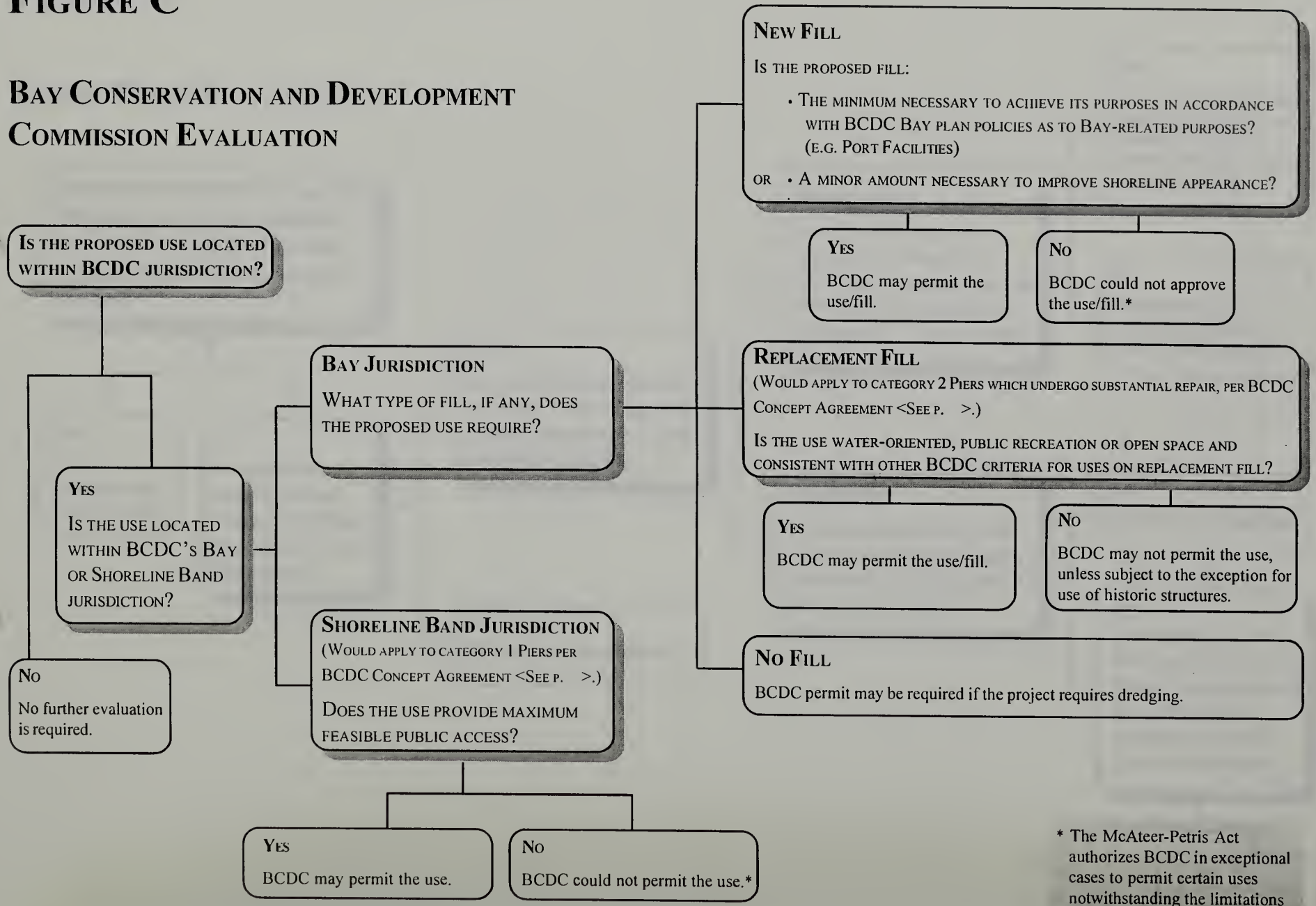

For the specific location, how is the proposed use classified under the City Zoning Map and Planning Code?
It Is Principally Permitted.
The use may still be subject to other Planning Code requirements such as height and bulk limits.
It Is Conditionally Permitted.
Does the proposed use satisfy the criteria for authorization of a conditional use?
Yes
The use may be established upon issuance of a conditional use authorization, or amendment of an existing authorization and subject to height, bulk, and other Planning Code requirements.
No
The use may not be established unless the property is reclassified.
It is a Temporary Use.
Does the proposed use satisfy the criteria for a temporary use?
Yes
The use may be established subject to procedures for authorization of a temporary use, and subject to height, bulk and other Planning Code requirements.
No
The use may not be established unless the Code is amended.
It is Not Permitted.
Is the proposed use:
• Part of an existing use that may continue as a non-conforming use?
or • Is the property eligible for a variance?
Yes
The use may be established subject to the provisions governing non-conforming uses and variances, and subject to height, bulk and other Planning Code requirements.
No
The use may not be established unless the Code is amended.

Figure C

Bay Conservation and Development Commission Evaluation

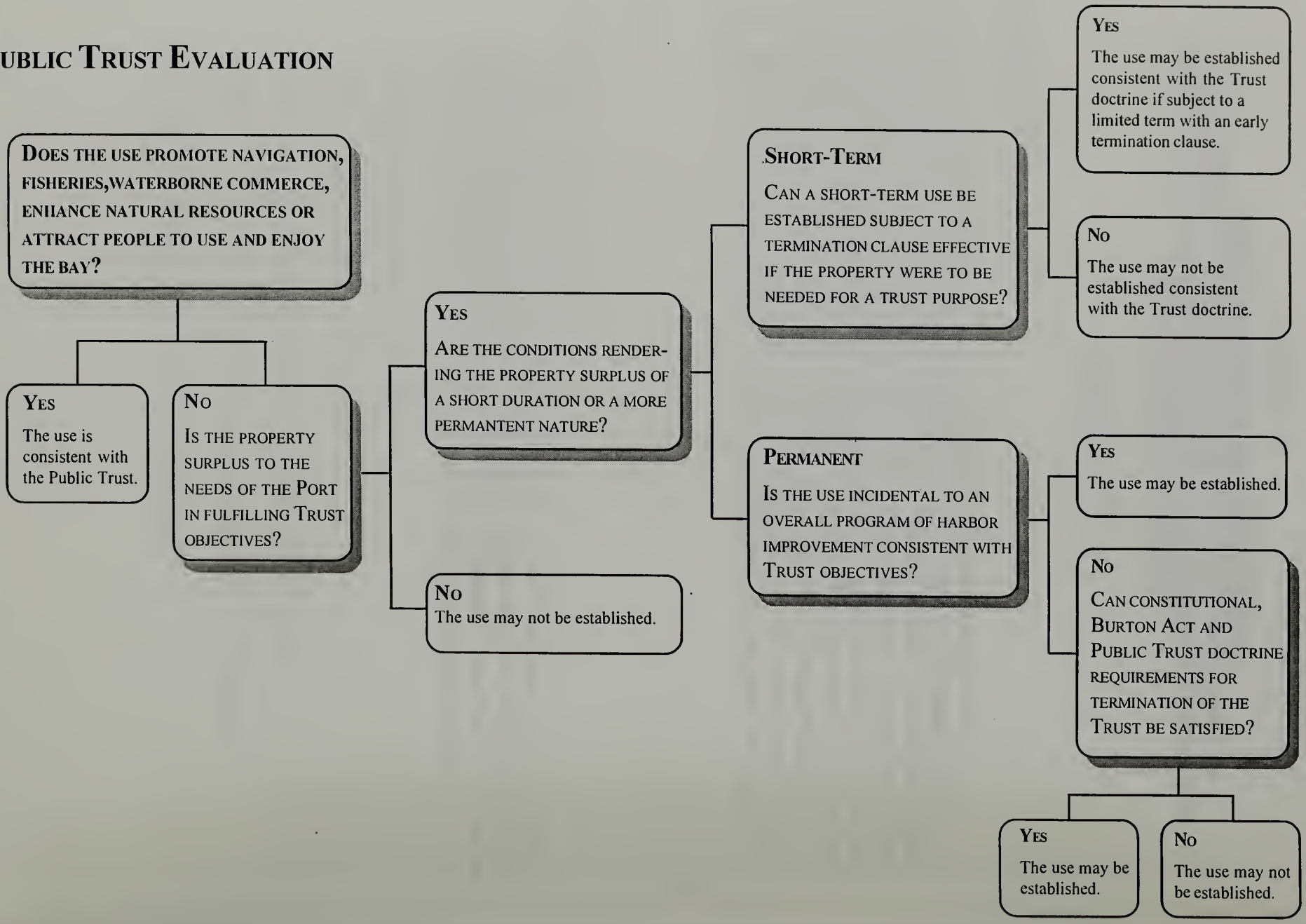

Is the proposed use located within BCDC jurisdiction?
Yes
Is the use located within BCDC's Bay or Shoreline Band jurisdiction?
No
No further evaluation is required.
Bay Jurisdiction
What type of fill, if any, does the proposed use require?
Shoreline Band Jurisdiction
(Would apply to category 1 Piers per BCDC Concept Agreement <See p. >.)
Does the use provide maximum feasible public access?
Yes
BCDC may permit the use.
No
BCDC could not permit the use.*
New Fill
Is the proposed fill:
• The minimum necessary to achieve its purposes in accordance with BCDC Bay plan policies as to Bay-related purposes? (e.g. Port Facilities)
or • A minor amount necessary to improve shoreline appearance?
Yes
BCDC may permit the use/fill.
No
BCDC could not approve the use/fill.*
Replacement Fill
(Would apply to category 2 Piers which undergo substantial repair, per BCDC Concept Agreement <See p. >.)
Is the use water-oriented, public recreation or open space and consistent with other BCDC criteria for uses on replacement fill?
Yes
BCDC may permit the use/fill.
No
BCDC may not permit the use, unless subject to the exception for use of historic structures.
No Fill
BCDC permit may be required if the project requires dredging.

* The McAteer-Petris Act authorizes BCDC in exceptional cases to permit certain uses notwithstanding the limitations of the Act (e.g. historic structures).

Contact the Waterfront Information Line at (415) 274-0354 or BCDC at (415)557-3686 for assistance in determining if, and what type of fill is required.

FIGURE D

PUBLIC TRUST EVALUATION


DOES THE USE PROMOTE NAVIGATION, FISHERIES,WATERBORNE COMMERCE, ENHANCE NATURAL RESOURCES OR ATTRACT PEOPLE TO USE AND ENJOY THE BAY?
YES
The use is consistent with the Public Trust.
NO
IS THE PROPERTY SURPLUS TO THE NEEDS OF THE PORT IN FULFILLING TRUST OBJECTIVES?
YES
ARE THE CONDITIONS RENDERING THE PROPERTY SURPLUS OF A SHORT DURATION OR A MORE PERMANTENT NATURE?
NO
The use may not be established.
SHORT-TERM
CAN A SHORT-TERM USE BE ESTABLISHED SUBJECT TO A TERMINATION CLAUSE EFFECTIVE IF THE PROPERTY WERE TO BE NEEDED FOR A TRUST PURPOSE?
YES
The use may be established consistent with the Trust doctrine if subject to a limited term with an early termination clause.
NO
The use may not be established consistent with the Trust doctrine.
PERMANENT
IS THE USE INCIDENTAL TO AN OVERALL PROGRAM OF HARBOR IMPROVEMENT CONSISTENT WITH TRUST OBJECTIVES?
YES
The use may be established.
NO
CAN CONSTITUTIONAL, BURTON ACT AND PUBLIC TRUST DOCTRINE REQUIREMENTS FOR TERMINATION OF THE TRUST BE SATISFIED?
YES
The use may be established.
NO
The use may not be established.

APPENDIX 'E'

DRAFT CONCEPT AGREEMENT AMONG THE PORT OF SAN FRANCISCO, THE SAVE SAN FRANCISCO BAY ASSOCIATION, AND THE SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION

December 12, 1996

INTRODUCTION

In 1996 the Port of San Francisco ("Port") and the Bay Conservation and Development Commission ("BCDC") entered into a Memorandum of Agreement to guide finalization and implementation of the Draft Waterfront Land Use Plan ("Waterfront Plan"), including an Urban Design and Public Access ("UDPA") element. Pursuant to that Agreement, the staffs of BCDC and the Port have been meeting to develop recommendations on certain key BCDC-related issues for presentation to the Technical Advisory Committee, the Waterfront Plan Advisory Board, the BCDC Design Review Board, the State Lands Commission, members of the public, and the Commissions of BCDC and the Port. At the invitation of BCDC, the Save San Francisco Bay Association ("Save the Bay") participated in the discussions and has agreed with this concept agreement.

GOALS

The goals of this Concept Agreement are to:

- Complete the Urban Design/ Public Access element of the Waterfront Plan (the "UDPA") consistent with this concept agreement. The UDPA will describe urban design guidelines for the waterfront including but not limited to the location of significant views and vistas, location of open water, new public access concepts, new public plazas and overall design
- Remove piers to create more open water.
- Create new public plazas on the waterfront.
- Improve the design, location, and amount of public access on piers.
- Develop new rules for replacement fill and pier reconstruction or reconfiguration
- Develop new rules governing land uses on existing piers

- Develop means to protect historic resources on the waterfront.

- Expedite permit processing including the creation of a Joint Port/BCDC/City Design Review Committee to help streamline permit processing for new projects on the waterfront.

I. REMOVAL OF PIERS TO CREATE OPEN WATER

The UDPA element of the Port's Waterfront Land Use Plan (WLUP) will specify piers that the Port will remove.

- Piers 34 and 36 will be removed to create a new public space, called Brannan Street Wharf

- Pier 24 will be removed as part of redevelopment of Piers 26 and 28. Any reconfiguration of Piers 26 and 28 must not exceed the combined area of Piers 26 and 28.

- A Special Planning Study will be conducted by the Port, the City and BCDC with public participation to determine the location of additional open water between Piers 15 and 29 New development on any piers in this area cannot proceed until the Special Study is complete and adopted by the Port and BCDC.

- Pier 33 will be removed to create open water; approximately 50,000 square feet of pile supported fill may be replaced between Piers 31 and 35.

- A minimum of two openings between connector buildings will be provided, one at Piers 31 through 35, and the other to be determined by the Port and BCDC.

II. CREATION OF NEW PUBLIC PLAZAS ON THE WATERFRONT

Public access will be addressed through the provisions of the UDPA. Three new public plazas will be created by the Port.

- A central plaza at Fisherman's Wharf, on Seawall Lots 300 and 301, will consist of approximately 70% open space and the balance reserved for a festive market hall for commercial or retail uses. New retail or commercial structures will be designed in a manner compatible with the open nature of the plaza. The open parking lot will be replaced by an underground parking garage.

- Wharf 25, a public plaza in the vicinity of the bases of Piers 19 through 27, will be created The size, location, and other design details will be determined through the Special Study of the area between 15 and 29.

- Brannan Street Wharf will be a public plaza stretching along no less than 600 feet along the Embarcadero. This plaza will be created through the removal of Piers 34 and 36. Some fill will be necessary to create a sufficient open space.

To finance these new public plazas, this concept agreement includes the following funding mechanisms:

- The Plaza and underground parking garage at Fisherman's Wharf will be financed by revenues from new retail and commercial development on the site.

- The Port will create a Public Access Account to fund the Brannan Street Wharf and Wharf 25. The Port will deposit 25% of gross cash receipts from all major new development on Piers and Seawall lots into the account (new revenues from Fisherman's Wharf will not be included, as they are designated to fund the new plaza and underground garage; certain project-specific Port revenues will also be excluded). The Fund will be used to build new plazas, but will be subject to certain requirements concerning priorities for bonded indebtedness.

- Plazas will be constructed as soon as there are sufficient funds in the Account to permit necessary financing. The Brannan Street Wharf will be the first priority for the Fund.

- The Fund may also receive grant or other funding; money from the Fund may be used to remove piers to create open water

III. PUBLIC ACCESS ON PIERS

- All new development on piers will be consistent with the applicable provisions of the UDPA including provisions relating to the size and shape of public access. The Joint Design Review Committee will review the shape, scope, and level of improvement of public access

- New development on finger piers will dedicate at least 25% of the pier footprint to public access. For larger piers, it is expected that more public access area will be necessary. The Joint Design Review Committee will make recommendations regarding the extent of public access dedication for larger piers, existing or reconfigured.

- New interim uses that generate a *substantial increase* in the need for public access (to be defined by the parties) will provide maximum feasible public access consistent with the project and the UDPA. Examples of such uses include a new public market or commercial recreation inside an existing shed

- New interim uses that do not generate a substantial increase in the need for public access would not be required to provide public access. The development of the three new plazas and removal of piers to create open water will satisfy the legal requirements to provide "maximum feasible public access" under the McAteer-Petris Act.

- New development of maritime uses will provide maximum feasible public access, consistent with the project, and will conform to the provisions of the UDPA when feasible.

IV. PIER RECONFIGURATION

Piers may be replaced or reconfigured, consistent with the provisions of the UDPA for each development opportunity area. The following approach will govern the shape and extent of pier reconfiguration:

- The "Permitted Pier Area" will define the maximum square footage or area of the reconfigured pier(s).

- The "Pier Perimeter" will define the boundaries beyond which no replacement or reconfigured fill can be placed.

- New development of water-dependent maritime projects will be subject to special provisions of the UDPA which will balance functional requirements with open water and public access in a manner that encourages such maritime uses.

V. LAND USES ON PIERS

Piers in Port Jurisdiction will be assigned to one of two categories based on the physical condition and useful life of the Pier:

- *Category I:* Piers in excellent or good condition, with expected useful life of 35 years or more. For the purposes of BCDC permits, these piers will be treated as falling within BCDC's shoreline band jurisdiction, and thereby not subject to the water-oriented land use restriction. After 35 years, proposed new projects on these piers will be treated as falling within BCDC's Bay jurisdiction, whereby uses will meet the water-oriented test.

- *Category II:* Piers in fair or poor condition will be treated as falling within BCDC's Bay jurisdiction. Projects on these piers must conform with the public access and pier reconfiguration/replacement provisions of the UDPA. Proposed uses must be water-oriented

The Port will conduct "Basic Maintenance" on these piers in association with interim uses without invoking the water-oriented use restriction; Basic Maintenance consists of replacement of up to 25% (cumulative) of piles.

- Pier reconfiguration or replacement of more than 25% of piles will trigger the provisions of the UDPA and BCDC's Bay jurisdiction.

- Revised pier repair and land use rules for new development will not take effect in the area between Piers 15 and 29 until the Special Study for the Pier 15-29 area is complete and adopted.

VI. PRESERVATION OF HISTORIC RESOURCES

- Some of the bulkhead buildings are on Category I piers and can be redeveloped under the provisions stated above in Section V. Some bulkhead buildings in need of repairs on Category II piers appear to be eligible for listing on the National Register of Historic Places. Pile supported structures, which could include bulkhead buildings, that are on the National Register or designated as a California Registered Historic Landmark can be repaired or rehabilitated under existing BCDC regulations without triggering the water-oriented use restriction (California Code of Regulations, Title 14, Division 5, Section 10704).

- The Port will complete full documentation of historic structures.

- The Port will evaluate how to increase public access and views in a manner compatible with historic preservation.

- Prior to approving any action that would adversely affect an historic resource, the Port will prepare and adopt a plan for historic resource preservation, covering the area between Pier 45 and China Basin Channel.

VII. JOINT DESIGN REVIEW COMMITTEE

The Port, BCDC, and the City will form a Joint Design Review Committee, which will consist of professionals in the field of design. The objective is to achieve early consensus on project and public access design. The joint review of proposed projects will expedite the permitting process at both state and local levels. The authority and composition of the Committee remains to be determined

This draft Concept Agreement represents the consensus of the undersigned, will form the basis of further discussions, submittals for public review, a possible Memorandum of Understanding and will be transmitted to their respective Commissions or Board of Directors.

Dennis P. Bouey
Port of San Francisco

Marc Holmes
Save San Francisco Bay Association

Will Travis
San Francisco Bay Conservation
and Development Commission

Port of San Francisco

Waterfront Land Use Plan

PAGES CONTAINING PROPOSED REVISIONS
June 5, 1997

Republished, April 1996

Draft for Public Review and Comment

(1)

Port of San Francisco

Draft Waterfront Land Use Plan

For Public Review and Comment

This Draft Waterfront Land Use Plan ("Draft Plan") is the product of an over 4 year public planning process to determine the future of the Port of San Francisco. The land use policies proposed in the Draft Plan were developed primarily by the Waterfront Plan Advisory Board (Advisory Board), a body created by the San Francisco Port Commission to recommend a land use plan for Port Commission consideration and adoption.

The Port Commission formally received the Draft Plan from the Advisory Board in mid-1994. The Port Commission then held public hearings on the Draft Plan, including proposed Port revisions, in late 1994 and early 1995, after which it authorized the Port staff to proceed with environmental review of the Draft Plan.

Preparation of an Environmental Impact Report (EIR) is underway for the Draft Plan, and is a prerequisite to Port Commission adoption of a final waterfront land use plan. While the EIR is being prepared and reviewed, various legislative amendments to planning documents of the San Francisco Planning Commission and the San Francisco Bay Conservation and Development Commission which are necessary to implement the Draft Plan will be drafted and presented for public review and comment.

If you have any comments or questions regarding the Draft Waterfront Land Use Plan, or the ongoing planning process for this project, or if you would like additional copies of the Draft Plan, please call the **Waterfront Plan Hotline at (415) 274-0354.**

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Prologue

The Northeast Waterfront

San Franciscans are justifiably proud of their City, not only for its natural beauty, but also because of the tremendous civic endowments bestowed by prior generations. Through the forethought of our ancestors, we enjoy the splendor of Golden Gate Park, the grand design and monumental architecture of the Civic Center, the expansive views from Coit Tower, and the diversity of our neighborhoods. Living in the midst of these many gifts has inspired each successive generation to make contributions to the civic good. For the most part, however, past generations have turned their backs to the waterfront, not out of a lack of appreciation, but because it functioned almost singularly as a place of industry. Although the grand arches of the pierhead buildings are meritorious contributions to our architectural heritage, they were built, in part, to obscure the gritty reality of work on the waterfront. The Ferry Building alone stands out as a major civic improvement on the waterfront, constructed as a gateway to usher visitors in and out of the City.

San Franciscans now have the opportunity to look anew at their waterfront. Sweeping changes in the technology of transportation and commerce have opened the water's edge to new possibilities.

We all cherish the memories of the Bay alive with the sights and sounds of waterborne commerce—ships vying for a berth at the piers, cargoes piled high on their decks awaiting the able hands of longshoremen, and workers and sailors plying their trades up and down The Embarcadero. Most of these activities can still be seen along the waterfront, although modern efficiencies have reordered the way they occur. One container ship carries the load of numerous clipper ships; one crane does the work of countless longshoremen. Bridges and freeways have replaced ferries and barges in conveying people and goods throughout the region. These trends not only affect San Francisco, they also have led to waterfront evolutions in cities like New York, Boston, Seattle, Baltimore and Portland. Instead of lamenting the changes brought about by these innovations, San Francisco tradition dictates that we seize this opportunity to re-create a waterfront which will instill pride in future generations.

Development of this Waterfront Land Use Plan ~~comes~~ at a propitious moment in history. Through citizen activism, San Francisco's waterfront has survived the days when "bigger is better" was the catch phrase of new development, and the Bay was viewed as an obstacle to construction. Today, the importance of citizen participation, environmental protection, historic preservation, and design review is well established, providing the critical foundation for a sensitive and successful waterfront revitalization.

This effort, perhaps unlike others before it, will also be aided by a new pragmatism in civic improvement efforts, brought on by the recognition that our financial resources must be as carefully managed as our natural resources. Gone are the days of federal and state grant programs flush with funds for public improvements such as grand parks and open spaces. Local voters no longer can support additional taxes for every worthy cause.

The Port of San Francisco is an unsubsidized, self-sufficient operation and so, if the transformation of the waterfront is to be realized, the Plan must be implementable in the same way. The visions for a new waterfront ~~should be~~ no less

grand because of this limitation; however budget consciousness ~~may~~ dictate that the vision be achieved incrementally. Facilities which cannot be transformed immediately can nevertheless contribute to the effort through the revenue generated by interim uses. ~~Once San Franciscans achieve~~ consensus on the land use plan, the certainty that is a precondition to reinvestment and revitalization will attract private capital.

As a result of ~~four~~ years of dedication and hard work by citizens who have served on the Waterfront Plan Advisory Board and attended Advisory Board and Port Commission public meetings and workshops, and by the staff of the Port, the Planning Department and other agencies, ~~we are able to present this proposal for public review.~~ Embodied in the Plan's proposed goals, policies, objectives, land use classifications and development standards, is ~~a~~ new vision for San Francisco's waterfront. As you read this, we ask you to imagine:

a place for waterborne commerce and world trade

recreational water use

neighborhood residents

waterborne transit

architectural heritage

recalling our colorful waterfront history

celebrating our cultural diversity

public assembly

economic opportunity

promenading along the Bay

nourishment of mind and body

nature and open space

a place for...

If we can imagine these places, then we can achieve this vision together, and create a waterfront for all San Franciscans to enjoy and proudly call their own.

How to Use this Plan

The Port of San Francisco Waterfront Land Use Plan is your guide to the future of San Francisco's 7½ mile waterfront—generally from Fisherman's Wharf to India Basin—which is under the jurisdiction of the Port of San Francisco. No matter your interest—as concerned citizen, neighbor, waterfront developer, urban planning enthusiast, sailor, maritime operator, or potential Port tenant—this document will help chart your course to a better understanding of the Port and its future. We don't expect that every reader of this Plan will have the time to read it from cover to cover. So, we have provided this guide to direct you to the parts of the Plan which best address your interests. If you need more guidance, Port staff will be happy to help. Just call the Waterfront Plan Hotline at (415) 274-0354.

The Waterfront Land Use Plan will guide you in five primary ways.

In **CHAPTER 1, INTRODUCTION TO THE PORT**, you will find:

- A general overview of the Port's history, responsibilities, land use transitions and financial status.
- A brief summary of the planning process which culminated in the Waterfront Land Use Plan.

In **CHAPTER 2, GOALS OF THE PLAN**, you will find:

- Seven plan goals for achieving a balance of waterfront activities so the Port can attain the overall Plan goal of reuniting the City with its waterfront.

In **CHAPTER 3, GENERAL LAND USE POLICIES**, you will find:

- A description of the **acceptable and unacceptable land uses** for Port property.
- Accompanying **Port-wide land use maps** which show, in a general way, where the uses exist today, and where they could be developed in the future.
- **General land use policies** which apply to the acceptable land uses, wherever they currently or ultimately may occur along the waterfront.

In **CHAPTER 4, SUBAREA PLANS**, you will find:

- An introduction to **new "Waterfront Mixed Use Opportunity Areas"**, because the Plan strongly encourages that, where feasible, new development on piers should include a mix of maritime, open space and public access and commercial activities which bring day and nighttime activity to the waterfront.
- **Subarea objectives**, and supporting background information, **maps** and **acceptable land use tables** for each of five subareas of the Port.
- **Development standards** which provide guidance on the quality and character of land uses on specific sites in each subarea.

And finally, in **CHAPTER 5, IMPLEMENTATION**, you will find:

- ~~An overview of legislative issues associated with the Plan.~~
- ~~Implementation objectives and an outline for a proposed streamlined entitlement process.~~
- ~~A discussion of financial issues related to Plan implementation.~~

How to Use this Plan

If you... are wondering how best to use the Waterfront Land Use Plan,	**Then...** check this easy reference guide. As a document which will guide the use of Port lands for many years to come, there are a variety of ways the Plan may be applied. Whether you need a quick reference to the future of a particular site, or want an overview of Port intentions, just find the category that best fits your interest under "If you..." and the guide will suggest that you "turn to..." the most appropriate section. If questions remain or you want to be a part of the Port's future, just call the Waterfront Plan Hotline at 415-274-0354.
are a **citizen** of San Francisco wondering what the future holds for the length of the waterfront...	**turn to...** the Plan Goals in **Chapter 2**, the **Executive Summary** and, for more detail, **Chapter 3** and **Chapter 4**.
want to know about the **Port's history**...	**turn to...** **Chapter 1**, Introduction to the Port, and then to your specific subareas of interest in **Chapter 4**.
can't understand why the Port doesn't just stick to loading, unloading and repairing ships, and are concerned about the Port's **cargo future**...	**turn to...** **Chapter 1**, Introduction to the Port, and then to the discussion and map of maritime uses in **Chapter 3**. For more information about industrial maritime uses, read about the Southern Waterfront in **Chapter 4** and, for commercial and recreational maritime uses, peruse the rest of **Chapter 4. Appendix A** will give you even more details about the Port's maritime industries.
enjoy recreational boating and have tried for years to berth in San Francisco...	**turn to...** the acceptable land use tables in **Chapter 4** to see where recreational boating and water activities are most likely to occur, and read the related text for more details.
think water transportation is the wave of the future and want to get in at the ground level...	**turn to...** the waterfront mixed use opportunity area map in **Chapter 4** to determine where most new activities will occur, plot your routes of interest and call 274-0510 to talk to a member of the Port's Tenant Services staff.
want to know how the Plan will help provide more **public access** to the shore...	**turn to...** the Plan goals in **Chapter 2**,the discussion and map of open spaces and public access in **Chapter 3**, and then to your specific subarea of interest in **Chapter 4**.

If you...	Then...
CONTINUED sit on the board of a **cultural or educational institution** which is bursting at the seams and seeks a waterfront setting...	**turn to...** **Chapter 2** to review how your idea fits with the Plan goals; review the policies for such uses in **Chapter 3**; and call 274-0510 to talk to a member of the Port's Tenant Services staff.
know **entertainment development** and feel that San Franciscans and Bay Area residents should have more places to enjoy the waterfront, learn and be entertained...	**turn to...** **Chapter 3** to review the map and range of commercial uses permitted on piers and/or on seawall lots, begin a search for your best site among the mixed use opportunity areas shown in Map D in **Chapter 4**, and then check the site by site acceptable land use tables in the appropriate subareas.
remember the beauty, excitement and convenience of **open air markets** in other cities and countries and feel a public market should be available on the waterfront more than one day a week...	**turn to...** **Chapter 4** to review specific subarea plans and acceptable land use tables which indicate numerous parcels available on a long-term basis for such retail uses. If you are considering an interim market, review the interim use policies in **Chapter 3**.
are a developer of specialized **hotels** and have been waiting for years for San Franciscans to decide if there are any more hotel sites with a waterfront view...	**turn to...** **Chapter 3** to review commercial use policies and then to **Chapter 4** to review the seawall lots which might accommodate a hotel or inn, but remember the Plan does not allow hotels on piers. A thorough reading of the Plan, and its implementation process in **Chapter 5**, will help you understand the opportunities and constraints which such a project must address.
can think ahead ten or fifteen years and recognize that San Francisco will need some dramatic new **sites to meet, confer, celebrate and enjoy its waterfront**...	**turn to...** the full length of the waterfront as described on Maps A, B and C in **Chapter 3** and Map D in **Chapter 4** to envision sites for assembly, exhibitions, trade and recreation linked to maritime activities, public access and open space.

CONTINUED

If you...	Then...
want to know where the Plan allows restaurants, offices and other **commercial or residential uses** on Port property...	**turn to...** the discussion and map of commercial and residential uses in **Chapter 3**, and then to your specific subarea of interest in **Chapter 4**. 10
like the idea of being able to stroll along the water, step inside a sheltered place for a cup of coffee and watch maritime activities, all on one **mixed use pier**...	**turn to...** the discussion and map of "waterfront mixed use opportunity areas" in **Chapter 4**, and then to your specific subarea of interest.
live near a specific area of the Port and want to know what the future may hold for the vacant pier or underutilized land where you walk or park your car...	**turn to...** **Chapter 4** to read the subarea plan for your neighborhood.
have your eye on a piece of Port land and have a dream for the future of that site... 11	**turn to...** **Chapter 4** to read the subarea plan for the area where the site is located and check the acceptable land use table to see whether your desired uses are allowed; check **Chapter 3** for further policies that apply to your desired uses; and review **Chapter 5** to estimate the work and time involved to make your project happen. Call the Waterfront Plan Hotline (274-0354) to discuss how you can get involved.
want to lease land or a building from the Port on an interim or long-term basis...	**turn to...** **Chapter 3** to get an overview of where your type of use would be welcome along the waterfront; review the interim use policies in that Chapter if you are particularly interested in interim uses; and call 274-0510 to talk to a member of the Port's Tenant Services staff.

CONTINUED

If you...	Then...
are an **elected or appointed official** and are being asked for information about waterfront opportunities...	**turn to...** the Plan's **Table of Contents** to locate the information that interests you and/or contact Port staff via the Waterfront Plan Hotline (274-0354) to arrange a briefing.
want to know how you can ensure that new waterfront projects are **sensitively designed and constructed** and that **community input** into the planning process remains a top priority during Plan implementation...	**turn to...** **Chapter 5** to review the proposed Waterfront Plan Implementation Process, and call the Waterfront Plan Hotline (274-0354) ~~for information about the Urban Design Guidelines which are being prepared for the Port.~~ 12
care about the **waterfront's historic resources** and want to ensure that they are preserved as revitalization of the Port occurs...	**turn to...** **Chapter 2** to review the Goals of the Plan, particularly "the evolving waterfront..." and call the Waterfront Plan Hotline (274-0354) ~~for information about historic preservation guidelines.~~ 13
are a member of a **community group** which would like to be briefed on the Plan...	**please call...** the Waterfront Plan Hotline (274-0354) to set up a briefing.
are unfamiliar with **Port terminology** and find some of the words in this Plan confusing or new...	**turn to...** the Glossary of Terms in **Appendix C** for help.
would like any **additional information about the Plan**...	**please call...** the Waterfront Plan Hotline (274-0354); we will be glad to help.

Executive Summary

(14)

Introduction

The Draft Waterfront Land Use Plan is a land use policy document governing property under the jurisdiction of the Port of San Francisco, generally from Fisherman's Wharf to India Basin. This Draft Plan is the product of an intensive, four year public planning process conducted primarily by the Waterfront Plan Advisory Board.

The Waterfront Plan Advisory Board (Advisory Board) was created by the Port Commission to prepare and recommend a comprehensive land use plan for Port Commission review and adoption. The 27-member Advisory Board is a diverse group of individuals selected by the Mayor, Board of Supervisors and Port Commission, whose backgrounds reflect a broad range of perspectives and interests regarding the use of Port property. The Advisory Board includes citizens; maritime, labor and neighborhood representatives; Port tenants; and architects, urban planners and other interested professionals.

The Advisory Board reviewed all matters affecting the development of land use policy for the waterfront during twice-monthly public meetings. In addition, community workshops and public forums were held to maximize citizen input. Throughout this effort, the Advisory Board sought to create a balanced land use plan that would:

- Actively promote the continuation and expansion of industrial, commercial and recreational maritime activities;
- Provide new open spaces and public access, and improve existing open spaces;
- Recognize the Port's unique structure as an enterprise agency of the City that relies upon revenue-generating land uses to fund maritime activities, open spaces and public activities along the waterfront;
- Allow the Port to adapt to fluctuating economic, political and social conditions by identifying a range of acceptable land uses for Port properties;
- Encourage more efficient use of the Port's underutilized facilities by allowing a broad range of interim uses;
- Identify City and regional land use policies and regulations that should be reassessed and modified, if necessary, to implement the Plan; and
- Establish a framework for streamlining the entitlement process for new development projects.

The Port Commission formally received the Advisory Board's recommended Draft Waterfront Land Use Plan in July 1994. The Port Commission held public hearings on the Draft Plan, including proposed Port revisions, in November and December 1994 and January 1995, after which the Commission authorized Port staff to proceed with environmental review of this Draft Plan.

The emerging South Beach neighborhood

CHAPTER 1
Introduction to the Port

Most of the Port's property consists of former public tidelands, which are held in "public trust" for all the people of California. As trustee of the property since 1969, the Port is required to promote maritime commerce, navigation and fisheries, as well as to protect natural resources and develop recreational facilities for public use.

The Port currently oversees a broad range of commercial, maritime and public activities on this public trust property. The piers north of China Basin were originally built in the early 1900s to support break-bulk cargo shipping, shipbuilding and commercial fishing. Over time, the introduction of container shipping and other changes in the cargo shipping industry, and the reduction in U.S. shipbuilding and repair operations, led to a dramatic decline in industrial maritime activities north of China Basin. Today, these industrial maritime operations are concentrated in the southern waterfront, while passenger cruise ships, excursion boats, passenger ferries, recreational boating and other commercial maritime uses dominate the northern waterfront. Although these "people-oriented" commercial maritime uses are growing, the Port has not had sufficient financial resources to upgrade the often deteriorating piers where they are located.

The unique financial and regulatory framework within which the Port operates has hampered its ability to fulfill its public trust responsibilities and maintain its aging facilities. Unlike other local agencies, the Port receives no financial support from the City, and relies almost solely on Port revenues to fund maritime, public access and open space improvements, maintain the piers and other property, and meet its administrative expenses. Over time, increases in maintenance costs alone have out paced growth in revenues. Increasingly restrictive land use regulations have contributed to the Port's financial difficulties by limiting opportunities for generating new revenues. In addition, economic, geographic and demographic trends have severely limited San Francisco's ability to compete with the Port of Oakland and other west coast ports for intermodal cargo shipping business. (See Chapter 1 and Appendix A for further discussion.)

In spite of these recent setbacks, many exciting changes are underway that promise new opportunities for public enjoyment of the waterfront. The Draft Plan seeks to build upon these changes. For example, the Port has refocused its cargo strategy for those cargoes that can best be accommodated at San Francisco's unique facilities. In addition, the demolition of the Embarcadero Freeway and ongoing construction of the Waterfront Transportation Projects are opening the door to further revitalization of the edge of this great City. The visions embodied in the Draft Waterfront Land Use Plan provide a place on the waterfront for almost everything San Franciscan's desire. Through the Waterfront Plan, San Franciscans will provide a blueprint for waterfront revitalization that will be a credit to The City for years to come.

(Please refer to Appendix C: Glossary of Terms for help understanding Port or land use terms used throughout the Plan.)

CHAPTER 2
Goals of the Waterfront Land Use Plan

Land use policies in the Draft Plan are guided by seven goals that together will enable the Port to achieve the Waterfront Plan's overarching vision of reuniting the City with its waterfront.

A Working Waterfront. Port lands should continue to be reserved to meet the current and future needs of cargo shipping, fishing, passenger cruise ships, ship repair, ferries and excursion boats, recreational boating and other water-dependent activities.

A Revitalized Port. New investment should stimulate the revitalization of the waterfront, providing new jobs, revenues, public amenities and other benefits to the Port, the City and the State.

A Diversity of Activities and People. Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all San Franciscans and visitors to enjoy.

The historic Ferry Building

Access Along the Waterfront. A network of parks, plazas, walkways, open spaces and integrated transportation improvements should improve access to, and enhance the enjoyment and appreciation of, the Bay environment.

An Evolving Waterfront, Mindful of its Past and Future. Improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate Port activities into their daily lives.

Urban Design Worthy of the Waterfront Setting. The design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront's rich historic context and the character of neighboring development.

Economic Access that Reflects the Diversity of San Francisco. The economic opportunities created by commercial uses should be made accessible to persons of both sexes and from a representative variety of ethnic and cultural backgrounds, so that those persons receiving these economic opportunities reflect the diversity of the City of San Francisco.

CHAPTER 3
General Land Use Policies

Chapter 3 of the Draft Plan defines six categories of waterfront land uses and presents general policies that apply to any site on which those activities currently exist or could be accommodated in the future. Chapter 3 also identifies unacceptable non-maritime land uses for Port property within 100 feet of the shore.

Maritime Uses. The Draft Plan promotes the continuation and expansion of all maritime uses at the Port, including cargo shipping, fishing, passenger cruises, ship repair, ferries and excursion boats, historic ships and recreational boating. The Plan reserves approximately two-thirds of Port property for these water-dependent activities, and promotes investment in maritime facilities through the provision of long-term leases for maritime operations and, particularly north of China Basin, linkages between new maritime development and complementary non-maritime development. Plan policies also encourage provision of visual or physical public access to maritime facilities, where feasible, to enhance the public's understanding of maritime operations.

Cargo operations in the Southern Waterfront

With respect to the Port's cargo shipping operations, the Plan reserves most Port property south of China Basin for cargo or maritime support operations. In addition, a few piers in the northeast waterfront are still used as cargo shipping-related facilities but are not likely to continue in these uses over the long-term because of industry trends and changing land use patterns. ~~General policies for these northeastern "Transitional Maritime" sites encourage the continued maritime use of the facilities for as long as feasible. However, if it becomes infeasible to maintain these facilities exclusively in maritime use, the Draft Plan promotes relocating these facilities at the Port and permitting a mix of maritime, commercial, recreational and public access uses on these Transitional Maritime sites. Specific findings must be made by the Port before determining that a Transitional Maritime site is no longer viable exclusively for maritime activities.~~

Open Spaces and Public Access. The provision of varied and significant forms of public access (e.g. physical access as well as visual and other forms of non-physical access) and open spaces is a high priority of the Draft Plan. For example, the Draft Plan promotes a "PortWalk" which would maximize connections with the Bay, the pedestrian promenade along The Embarcadero and the regional Bay Trail. The Draft Plan also encourages the development of public amenities (e.g. restrooms, information kiosks, small-scale retail convenience sales) to enhance the enjoyment and use of public areas. Given the Port's limited financial resources, the Plan relies on public funding and linkages with new revenue-generating developments to achieve open space and public access goals.

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Residential Uses. New residential development opportunities are restricted to a few of the Port's inland properties ("seawall lots"), mainly north of China Basin, if those properties are ~~not required to support maritime activities on adjacent piers.~~ General policies encourage the inclusion of ground floor retail uses in new residential developments to maintain pedestrian activity in the area, and require the scale, orientation and design of structures to be appropriate to the waterfront setting.

Commercial Uses. The Draft Plan permits a broad range of commercial land uses including, among others, assembly and entertainment, recreational enterprises, museums, restaurants and other retail establishments, as well as certain types of warehousing and limited office uses. In addition to these uses which are permitted on piers and Port seawall lots, general offices and hotels, among other uses, are allowed on certain Port seawall lots. Hotels and residential uses are not allowed on piers. The integration of commercial uses on piers with maritime activities (e.g. cruise ships, excursion boats, ferries, historic ships and recreational boating) and public access improvements is encouraged. This may best be accomplished in new Waterfront Mixed Use Opportunity Areas designated in the Draft Plan.

General policies for commercial uses on both seawall lots and piers encourage uses which will provide new revenues to help fund public amenities and Port operations, where feasible; reunite the City with waterside attractions; provide affirmative action to maximize economic opportunities for minority, women-owned and small businesses; promote the use of public transit and maximize the efficient use of parking facilities, particularly north of China Basin; and establish a high standard of urban and architectural design.

Other Uses. Other uses are allowed on a limited basis for specific sites: Academic Institutions, Transportation Services, Community Facilities, Power Plants (including co-generation facilities), and Sports Facilities. General policies for Academic Institutions, Transportation Services and Community Facilities are included in Chapter 3. Site-specific development standards that apply to the sites where Power Plants or Sports Facilities are allowed are included in Chapter 4.

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Interim Uses. The Draft Plan also includes land use policies for interim uses on Port property. The Port's mounting financial needs and excess of underutilized facilities, combined with the need to reserve property for long-term maritime uses, make interim uses an essential aspect of Port property management. The Draft Plan proposes general policies which allow interim uses for varying lengths of time in three different areas of the Port:

Areas North of China Basin and Within BCDC's 100 Foot Shoreline Band. Interim uses generally are allowed for five years with a possible five year extension. Longer term interim uses will be considered only in

exceptional cases and must be thoroughly and publicly reviewed. Acceptable interim uses are those activities permitted in C-2 ("Community Business") zoning districts in the City's Planning Code, except for uses that could present a particular threat to the environment or would pose nuisances or hazards to residents in nearby residential districts.

Seawall Lots North of China Basin. Interim uses generally are allowed for five years, and for additional five year terms if the use is compatible with surrounding activities. These interim uses are intended primarily to be open air uses. General policies discourage any construction of structures except for temporary or easily removable enclosures (e.g. carnival tents, converted railcars). The allowable interim uses, and the conditions which must be met for such uses, are the same as for the Shoreline Band interim uses discussed above.

Areas South of China Basin. Interim uses generally are allowed for one to 10 years, with exceptions for 20 to 30 years, given the abundance of Port property reserved for maritime uses in this area and the current limited demand for maritime industrial activities. General policies encourage open air uses that do not require large capital improvements, and other uses, such as general warehousing, where capital improvements for interim uses ultimately could be re-used for maritime purposes. To the extent interim uses require long lease terms, the general policies require the Port to establish procedures for determining that such interim uses will not undermine the Port's future maritime business opportunities. The range of allowable interim uses are those permitted in M-1 and M-2 ("Light Industry" and "Heavy Industry") zoning districts in the City's Planning Code.

Unacceptable Non-Maritime Land Uses. The Draft Plan identifies the following unacceptable non-maritime long-term uses for piers and other Port property within 100 feet of the shoreline: 1) non-maritime private clubs; 2) residential; 3) non-accessory parking (e.g. public parking garages which are not required for new development) except interim parking; 4) adult entertainment; 5) non-marine animal services; 6) mortuaries; 7) heliports (except for landings for emergency or medical services); 8) oil refineries; 9) hotels; and 10) mini-storage warehouses. The Draft Plan allows sports facilities that will seat up to 22,000 along the shore. However, sports facilities that seat more than 22,000 must be approved by San Francisco voters at an election. (See Chapter 3 and 4 for further discussion.)

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South Beach Harbor

The South Beach/China Basin Waterfront. The South Beach/China Basin Waterfront extends from Pier 22½, just north of the Bay Bridge, to Mariposa Street, south of China Basin. Although many of the piers in this area are in deteriorated condition and cannot support the array of industrial maritime activities that once dominated the area, there are still some scattered industrial maritime-related businesses that should be continued and consolidated in an efficient manner. The maritime-orientation of this area is now characterized by recreational boating and water use facilities at South Beach Harbor (Pier 40) and south of China Basin. In addition, maritime operations will continue at Piers 48, 50 and 54. New developments will offer opportunities to expand such commercial and recreational maritime activities, and mix them with other public-oriented activities such as nighttime entertainment, family amusements, and commercial/residential uses on inland seawall lots. These new, mixed use areas will make the South Beach waterfront safer and more inviting and provide focal points for public enjoyment of the waterfront. At the same time, the introduction of new attractions must be balanced with the needs of adjacent South Beach residents.

Given the abundance of vacant piers in the area, new waterfront structures must employ high standards of design that give rise to a new architectural identity for the South Beach shoreline. In addition, new developments north of China Basin should extend the PortWalk where feasible, and provide a unifying pedestrian connection between the South Beach and Mission Bay neighborhoods.

Cargo operations in the Southern Waterfront

The Southern Waterfront. The Southern Waterfront, which extends from Mariposa Street to India Basin, is the heart of the Port's industrial maritime operations. Much of the area is undeveloped, and the Port's two container terminals at Piers 80 and 94/96 have operated at a fraction of capacity for many years. The Draft Plan encourages maximum utilization of these existing cargo terminal facilities, but also promotes interim uses of the property reserved for maritime expansion in light of the uncertain time frame for any expansion of cargo facilities in San Francisco. Although cargo shipping in the Bay Area is projected to increase fourfold by the year 2020, there are many variables that will determine where in the Bay Area that business ultimately will locate. In the meantime, to maximize the on-going productivity of Port assets, the Draft Plan permits interim uses (generally 1-10 years with exceptions for 20 or 30 years to amortize capital improvements). In addition, there are four undeveloped areas in the Southern Waterfront which are surplus to long-term maritime needs. In these areas, the Draft Plan allows the Port to consider non-maritime land uses which are compatible with maritime activities in the area to generate revenues which could support the Port's maritime operations and required capital improvements.

Other important objectives for the Southern Waterfront encourage preservation and restoration of three historic Union Iron Works Buildings to revitalize an area that survives as an example of San Francisco's early ship building and repair industry, and reservation or improvement of areas for wetland habitats and passive and active recreational use (e.g. Warm Water Cove, Islais Creek, edge of Pier 94, Pier 98, India Basin.)

CHAPTER 5
Implementation of the Plan

Legislative Process and Site Specific Development Process for Plan Implementation. The Draft Waterfront Land Use Plan is intended to serve as a balanced and implementable land use plan for the use and development of the Port of San Francisco waterfront. Waterfront land uses are regulated by the City's Master Plan policies and other legislative controls at the local, regional and state level, and have been the subject of numerous past planning efforts. Because of these earlier efforts, there have been many positive advances in environmental quality, urban design standards, and improvements to transportation systems, public access and open space. However, increasingly restrictive legal interpretations of existing waterfront regulations, and complex entitlement processes have severely limited opportunities for economic revitalization of the waterfront. Implementation of the Draft Plan will therefore proceed on two fronts:

1 The Plan's goals, objectives and policies will be proposed for incorporation into the regulatory framework of the San Francisco Planning Commission and San Francisco Bay Conservation and Development Commission (BCDC), both of which govern waterfront land use through a legislative process. This will entail a reassessment of a number of existing policies, including those governing interim uses, replacement fill (under BCDC), and non-conforming uses.

2 New waterfront developments should be reviewed and approved through a streamlined development review process which includes solicitation of community input, and early regulatory review. In addition, the Draft Plan proposes revisions to the Planning Commission's conditional use permit process.

requiring the Port to develop specific programs to address hazardous materials. New requirements for cleanup of designated toxic hot spots are currently being considered by the State Water Resources Control Board. Future costs for this program are uncertain.

It is clear from the backlog of capital and required maintenance projects that the Port has not been able to produce enough revenue to sustain its current operations. The Port has developed an aggressive new financial strategy to control expenditures while seeking ways to enhance revenues from new and existing lines of business. ~~A~~ realistic Waterfront Land Use Plan which helps balance revenue producing and non-revenue producing projects, resulting in greater cash flow, will help the Port enter the next century as an economically viable public agency, capable of providing San Franciscans and Californians with the waterfront they deserve.

The Opportunity For a New Land Use Strategy

In the 25 years since the Port was transferred to local control, several land use plans for the San Francisco waterfront have been adopted by both the City and BCDC. Many of the changes called for in these plans have been accomplished or are well underway, including the demolition of the Embarcadero Freeway; removal of dilapidated piers and replacement with the Promenade between Mission and Folsom Streets; construction of the Waterfront Transportation Project improvements on The Embarcadero; construction of the Pier 7 recreation and fishing pier; renovation of the historic Roundhouse Building on the northern waterfront; and implementation of the Rincon Point-South Beach Redevelopment Plan. Notably absent from this list, however, are commercial development projects implementing plans for the economic revitalization of Port finger piers. Thus, the Port has not had access to the economic resources necessary to sustain its operations.

Redevelopment near the South Beach Harbor

Twenty years have passed since the last comprehensive planning effort was completed for the San Francisco waterfront. Although many elements of the existing plans, policies, regulations and financial objectives are worthy of retention, a new approach is required to halt the continuing deterioration of Port property and to revive the debilitated state of Port finances. ~~Often, the problems with implementing plans for the economic revitalization of Port piers have not arisen from the plans themselves. Indeed, the objectives of the plans (to protect the environment and ensure that the public benefits from invaluable waterfront resources) were well-founded and widely respected. Rather, the plans did not anticipate the increasingly restrictive interpretations of regulations affecting Port land use under the public trust doctrine and BCDC enabling legislation. (See also Chapter 5.)~~

Ferry leaving San Francisco

This waterfront planning process has been designed to forge a consensus among the citizens of San Francisco and affected government agencies on the appropriate balance between maritime and non-maritime activities, public access and open spaces at the Port. The Advisory Board concluded early in the process that, in light of the Port's financial needs and the economic benefits it brings to the City and the region, the Plan should allow the Port to maintain a sound and diverse economic and fiscal structure, while continuing to provide for the Port's maritime industries, public access and open space and other public benefit projects. The time is right for such a crucial mission. Some may lament the consolidation of cargo shipping operations in the southern waterfront, preferring to spread the remnants of the rough and tumble waterfront of bygone years along the entire waterfront. Most, recognizing the inherent conflict between the new neighborhoods which have emerged adjacent to the shore and the industrial warehousing, trucking and rail operations upon which modern cargo operations depend, would prefer a new combination of maritime and non-maritime operations on the northern waterfront, to complement the vibrant new neighborhoods of South Beach, Rincon Hill and Golden Gateway, among others. This transition would provide new opportunities for accommodating and expanding the Port's other maritime industries, such as fishing, passenger cruises, ferry and excursion boats, recreational boating and water activities, and historic ship and ceremonial berthing, particularly along the northern waterfront. While most of these industries cannot be expected to generate sufficient revenues to cover the costs of new facilities (see Appendix A), their future contributions to San Francisco's maritime character can nonetheless be assured if they are interspersed with other revenue-generating uses on the waterfront. For example, by most accounts, the condition of the City's cruise terminal is a civic embarrassment. Many cruise passengers and officials consider the terminal drab, unattractive and uninviting. The narrow width of the pier prevents efficient ship servicing and passenger flow. Like many of the Port's maritime industries, the cruise industry cannot alone bear the costs of required capital improvements. However, if the cost of terminal improvements was balanced with a mix of other revenue-generating uses in the same project or area, San Franciscans would benefit from access to new waterfront attractions, and would take comfort in knowing that visitors would be welcomed in a facility worthy of San Francisco.

The success of this mixed-use approach to revitalizing outdated waterfronts has been proven throughout North America. One can travel to Vancouver's Granville Island, Baltimore's Inner Harbor or Portland's River Place and experience a full range of maritime and commercial activities which reunite residents with their respective waterfronts.

Current possibilities for a successful revitalization of the San Francisco waterfront have been greatly enhanced by the recent, massive infusion of government funds for waterfront transportation improvements. After more than 10 years of careful planning, a series of new Waterfront Transportation Projects (WTPs) are underway to pave the way for the revitalization of the Port. Originally, the WTPs were conceived as a single transportation

project, primarily on Port property, which assumed the continued operation of the Embarcadero Freeway. In 1989, the Loma Prieta earthquake severely damaged the Freeway, and its subsequent demolition provided an exciting new opportunity to redesign the mid-Embarcadero segment of the WTPs between Folsom and Broadway and reconnect the City with its waterfront. While this redesign effort is underway, the City is proceeding with construction of the north and south segments of the projects.

When completed, the WTPs will provide an integrated system of major roadway, pedestrian, landscaping, historic signage and public art improvements from the intersection of The Embarcadero and North Point Street on the north to the intersection of Sixth and King Streets on the south. Additional improvements include: 1) the MUNI Metro Turnback Project, providing more efficient turnaround of MUNI Metro trains via an underground tunnel which will surface on The Embarcadero near Folsom Street; 2) a MUNI Metro light rail service from the Embarcadero station to the Cal Train station and, eventually, to Mission Bay; and 3) a new MUNI historic street car line (the F-Line) running in the Embarcadero median from the Ferry Building to Fisherman's Wharf.

These improvements balance the transportation needs of the City's residents, visitors and workers with the needs of the Port's continuing maritime operations along The Embarcadero. Equally important, the resulting beautification of The Embarcadero will set the stage for a waterfront renaissance while the Port and the citizenry of San Francisco face the challenge of reshaping the edge of this great City. The visions embodied in this Waterfront Land Use Plan provide a place for most everything San Franciscans desire. With open minds, constructive criticism and cooperative spirit, San Franciscans will ~~create a~~ blueprint for action that will be a credit to this generation of San Franciscans for years to come.

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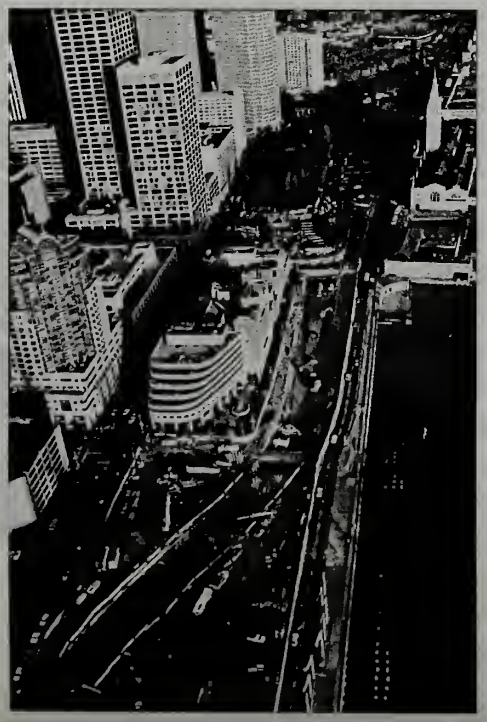

Transportation improvements under construction

The Land Use Planning Process and Timeline

In November 1990, the San Francisco voters ~~narrowly~~ adopted Proposition H which required preparation of a comprehensive waterfront land use plan with maximum feasible public input, and provided minimum requirements for its contents. Pending completion of the plan, Proposition H also placed a moratorium on non-maritime development on the Port's piers and within 100 feet of the shoreline. (The full text of Proposition H is provided in Appendix B.)

To ensure a comprehensive planning process covering the wide diversity of Port interests, the Port Commission extended the scope of the planning area to include all Port properties and created the Waterfront Plan Advisory Board to prepare and recommend a plan for Port Commission adoption. Twenty-seven Advisory Board members were appointed based on recommendations from the Board of Supervisors and the Mayor, as well as through a general solicitation of interested citizens, maritime industry representatives, Port tenants, labor unions, neighborhood organizations, architects, urban planners and other professionals. The Board held public meetings twice monthly from mid-1991 to mid-1994.

Water-dependent activities were the focus of Phase I of the planning process. During an 18 month review process, the Advisory Board studied the Port's history, regulations and financial status and determined the land use needs of existing and potential water-dependent activities. Water-dependent activities, those which require access to water in order to function, include cargo shipping, ship repair, passenger cruises, ferry and excursion boats, recreational boating and water activities, historic ships, fishing, and temporary and ceremonial berthing. The land use requirements of these industries were determined after intensive, industry-by-industry evaluations and public workshops. At the conclusion of Phase I in the fall of 1992, the Advisory Board tentatively reserved approximately two-thirds of the Port's properties to meet the future needs of water-dependent activities, pending further review of those needs in the final phase of the planning process.

In Phase II of the planning process, the Advisory Board evaluated other activities that are not necessarily water-dependent, such as public access and open space, mixed-use commercial development, museums, residences, and warehousing. The Advisory Board held public workshops and meetings over the course of more than a year to receive input from citizens, real estate and design professionals, and experts in transportation, historic preservation, environmental restoration and other relevant disciplines on the feasibility and desirability of these new waterfront activities. Focus meetings also were held on specific sections of the waterfront to study the interrelationship of possible new waterfront activities with activities on neighboring properties. At the conclusion of this lengthy review, possible land uses were identified for the sites not previously reserved for water-dependent activities in Phase I. These possible uses were outlined in *Options for Change*, a report published for public review and the subject of public meetings from the fall of 1993 through the spring of 1994.

A vision for Piers 30-32

capital for reinvestment in maritime facilities and piers, public access and park improvements, and cultural and public gathering places. Private capital will be attracted to the waterfront once San Franciscans achieve consensus on the Plan, providing the certainty that is a precondition to reinvestment and revitalization. These revitalized areas will enhance and complement the exciting new neighborhoods which have emerged adjacent to the Port over the last decade. The waterfront renaissance will restore the financial strength of the Port of San Francisco, stimulate the growth of waterfront jobs and tax revenues for the City, and provide space for new and expanding businesses. New uses that yield high paying jobs for San Franciscans should be encouraged.

A Diversity of Activities and People

Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all San Franciscans and visitors to enjoy.

Festa Italiana

San Francisco Bay has always drawn San Franciscans and visitors to its shore to work, play and relax amidst the beauty and excitement of the waterfront. The Port's 7½ miles of waterfront property stretch nearly the entire length of the City's boundary on the Bay, offering ample opportunity to accommodate a greater diversity of maritime and non-maritime activities than occurs today.

As the revitalization of the Port unfolds, the Port's water-dependent activities should be interspersed with other compatible land uses to enhance public enjoyment of the Bay, and exposure to the working waterfront. New mixed-use activity hubs should emerge along the waterfront, weaving together and reflecting San Francisco's diverse lifestyles and ethnic cultures, and the interests of mariners, employees and residents, the elderly and the young, people with special needs, recreation enthusiasts and those seeking solitude.

The Port, in its implementation of the Waterfront Land Use Plan, should encourage and foster a balance of uses and activities on the waterfront. An array of new open space, recreation, maritime and commercial activities, all of which should be accommodated at the Port, will reunite the City with its waterfront by providing new gathering places, full of life, that are safe both day and night.

Access Along The Waterfront

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A network of parks, plazas, walkways, open spaces and integrated transportation improvements should improve access to, and enhance the enjoyment and appreciation of, the Bay environment.

Pier 7 public access pier

The reconstructed Embarcadero roadway, public transit improvements, and pedestrian promenade will bring grand and historic changes to the waterfront, creating a bold and continuous seam of public transit and public access along the northern waterfront, and a highlight along the regional Bay Trail.

New and existing parks, plazas and open spaces, as well as areas for nature, habitat and environmental restoration, should provide outdoor spaces where all segments of the public can enjoy either waterfront activities or more tranquil aspects of the Bay in a quiet, unthreatening setting. Viewing areas and informational displays should provide visual access to waterfront activities where physical access must be limited.

The Plan encourages access improvements which will allow everyone to experience the City's diverse social, natural, and cultural environment by:

- Creating a "PortWalk" which integrates new open spaces and exciting new Pier activities with a continuous public accessway from Fisherman's Wharf through Mission Bay.
- Providing for public amenities such as restrooms, drinking fountains, food and drinks, and bike and skate rentals, where appropriate.
- Coordinating waterfront access with and, where feasible, implementing the regional Bay Trail.
- Designating protected wetlands south of China Basin.
- Providing for public viewing areas and signage explaining waterfront activities, such as cargo shipping in the southern waterfront and fishing operations at Fisherman's Wharf.
- Encouraging new recreational boat moorings and other waterborne transportation improvements in conjunction with new commercial and recreational uses.
- Supporting transportation access for a full range of users, including continuous transit between the northern and southern waterfronts.
- Encouraging traffic control measures to provide convenient and safe pedestrian crossings to the water's edge.
- Protecting vital truck routes and freeway and freight rail access necessary to serve the Port's cargo shipping industry.

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An Evolving Waterfront, Mindful of its Past and Future

Improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate Port activities into their daily lives.

1920's welcome home parade

The evolution of the waterfront from its beginning to the present reflects San Francisco's colorful history. The waterfront should continue to serve as a repository for memories of past events, while also providing a stage for new experiences.

Recognizing that the waterfront will continue to evolve, a balance should be maintained between continued maritime activities, expanded public activities, protection of the waterfront's unique historic and architectural setting and resources, opportunities for nature and habitat protection and restoration, and financial responsibility. Conversion of existing waterfront infrastructure (e.g. the pierhead and bulkhead esplanade along the northeast waterfront) to new mixed use developments will be aided by, and should recognize, the value of the City's rich working-maritime historic context, and should ensure that significant pierhead buildings and other historic architecture of the waterfront, identified in the urban design guidelines called for in this Plan, are preserved in the development process, wherever feasible.

The Plan seeks to preserve past and allow for future waterfront memories by providing for or encouraging:

- ~~Development of urban design guidelines which will include~~ identification of significant historic resources that ~~should be preserved~~.
- Restoration of the Ferry Building to its original grandeur, and creative reuse of other significant historic waterfront structures (identified in the urban design guidelines) to preserve the waterfront's historic fabric and context.
- New life for the City's historic fishing industry at Fisherman's Wharf.
- Continuation of the historic ship museum at the Hyde Street Pier, and additional historic ships interspersed along the waterfront.
- Adaptive reuse of historic and architecturally significant structures such as three Union Iron Works buildings at Pier 70.
- Private investment to create new public gathering places and business opportunities along the waterfront.
- ~~New and existing~~ wetlands at China Basin per the Mission Bay Plan and in the southern waterfront at Pier 98 and the northeast tip of Pier 94.
- Interim uses to activate currently underutilized Port property which is reserved for long-term maritime expansion.

Urban Design Worthy of the Waterfront Setting

The design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront's rich historic context and the character of neighboring development.

San Francisco is world renowned for the beauty of its waterfront. Compelling views of the water, sky, bridges and distant cities are experienced from hillside homes, City workplaces and streets, as well as from the water's edge, and are framed by the Port's maritime structures and facilities. New waterside improvements should respect these "Bay windows" and encourage new visual and physical connections between the City and the water via water taxis, public boat and ferry docks, and other activities which draw people to and through the Port.

New developments should reflect and enhance the richness of the waterfront's setting. The varied land uses, building scale, and historic and architectural resources in neighboring districts reflect the City's diversity and establish a context in which complementary yet imaginative design should be integrated in Port improvements. The Plan furthers these objectives by calling for development of urban design guidelines that include public input and expand upon the following:

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The northern waterfront

- Maintain existing building height and bulk limitations and encourage building designs that step down to the shoreline.
- Encourage more physical connections between the land and the water throughout the waterfront.
- Improve views of the working waterfront from all perspectives.
- Protect and frame near and distant views to and from the Bay, particularly along major City streets.
- Identify significant pierhead and other historic resources that should be preserved.

3

General Land Use Policies

The Waterfront Land Use Plan Goals establish a framework for determining acceptable uses for Port property. In general, the Goals call for a wide variety of land uses which retain and expand historic maritime activities at the Port, provide revenue to support new maritime and public improvements, and significantly increase public access.

This chapter describes each of the categories of land uses that together will achieve the Waterfront Land Use Plan Goals. Accompanying land use maps show generally where the uses exist today, and where they could be developed in the future. General Land Use Policies provided in this Chapter govern all land uses on Port property, whether existing or new, long-term or interim. Additional site-specific standards are provided in Chapter 4: Subarea Plans.

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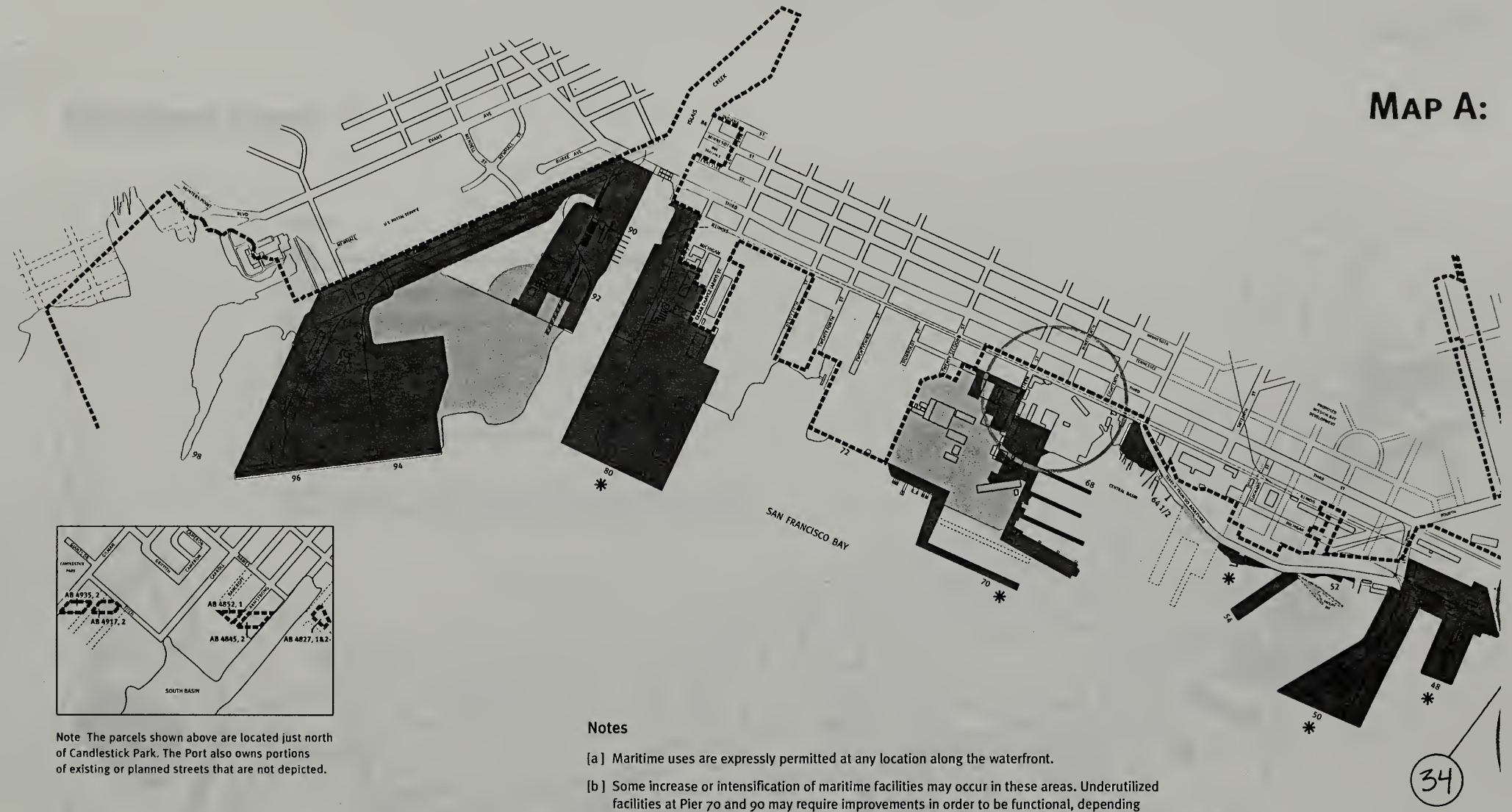
Passenger cruise ship leaving Pier 35

Maritime Uses

Maritime Uses consist of all "~~water-dependent~~" uses and all their related support and ancillary services and activities, including those summarized below. The Port properties that are in Existing Maritime or Transitional Maritime use, or available for Maritime Expansion are shown generally on Map A: Maritime Areas, and more specifically in the Acceptable Land Use Tables in Chapter 4. More detailed descriptions of the acceptable operations associated with each maritime activity are provided in Appendix A, Background Analysis for Water-Dependent Activities, and Appendix C, Glossary of Terms.

- **Cargo Shipping.** Including shipping terminals and berths, cargo warehouses, equipment storage and repair facilities and administrative functions, and employee support services (e.g. training facilities and parking).
- **Ship Repair.** Including drydock and berthing facilities, warehouses and workshop areas, administrative functions, and employee support services (e.g. training facilities and parking).
- **Fishing Industry.** Including commercial and sport fishing harbor and berthing areas and support services (e.g. fuel docks), fish handling, distribution and processing facilities, administrative and maintenance functions, and parking.
- **Recreational Boating and Water Use.** Including facilities for swimmers, kayakers, windsurfers and other water sport enthusiasts, as well as boating facilities such as marinas, visiting boat docks, swimming and boating clubs, boat rental facilities, boat trailers and launching facilities, repair and dry storage, visitor parking, restrooms and other public facilities.
- **Ferry and Excursion Boats and Water Taxis.** Including facilities for berthing and passenger services, storage, parking, administrative functions, layover berths and fueling stations.
- **Passenger Cruise Ships.** Including passenger terminal and berthing facilities, ship servicing area, storage and visitor parking.
- **Historic Ships.** Including berthing areas, museum/exhibit space, storage and workshop space and visitor parking.
- **Maritime Support Services.** Ancillary functions needed to support maritime activities including tug and tow operations, bar pilots, ship chandlers, maintenance, storage and warehouse facilities, Foreign Trade Zone, Port maintenance facilities, and associated parking.
- **Temporary and Ceremonial Berthing.** Including temporary berthing of historic, military or other visiting vessels.
- **Maritime Office.** Administrative functions for any maritime industry (e.g. import/export businesses, legal and professional services), or offices that provide services and supplies to maritime operations.

Map A:



Note The parcels shown above are located just north of Candlestick Park. The Port also owns portions of existing or planned streets that are not depicted.

Notes

[a] Maritime uses are expressly permitted at any location along the waterfront.

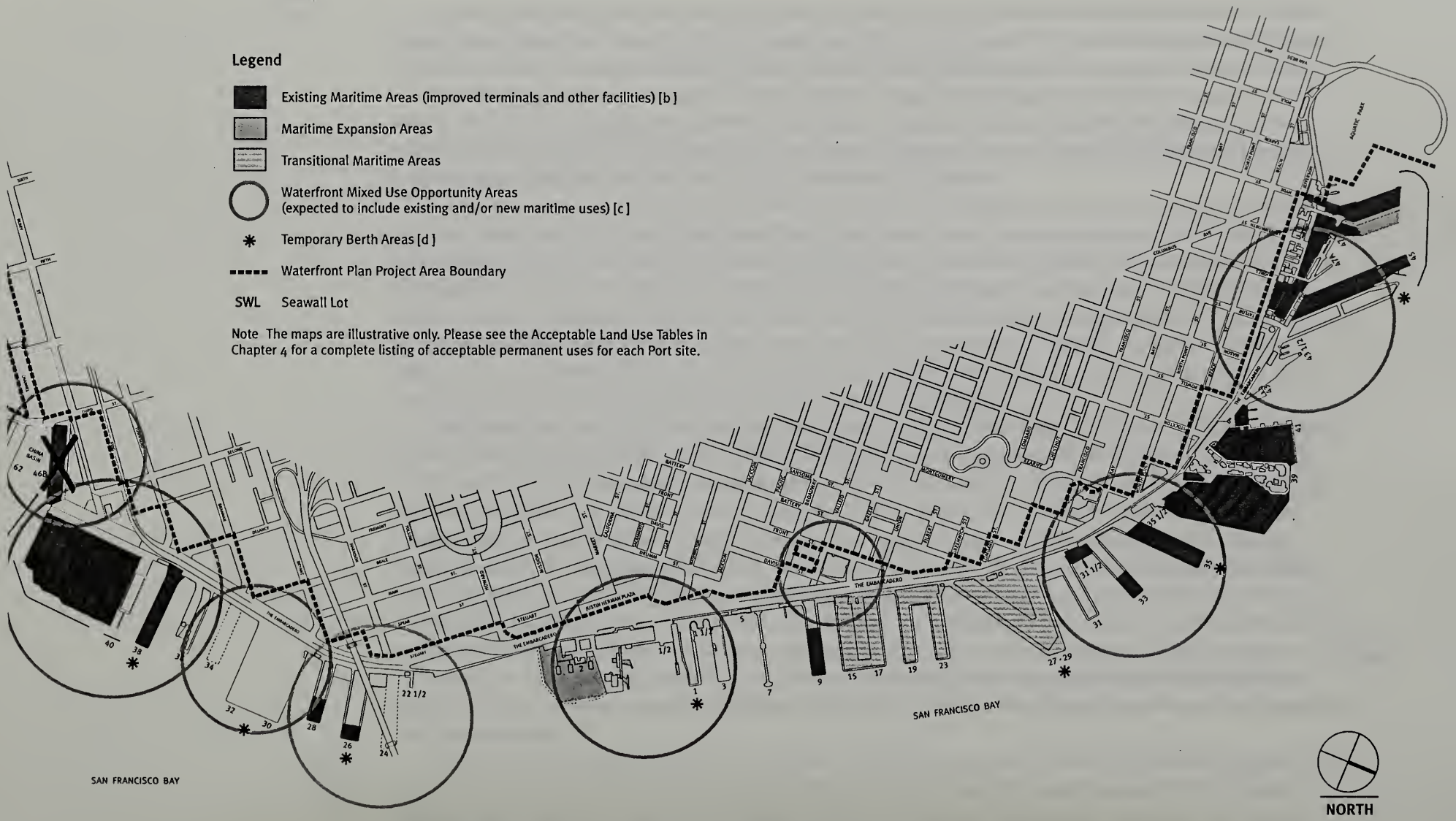
[b] Some increase or intensification of maritime facilities may occur in these areas. Underutilized facilities at Pier 70 and 90 may require improvements in order to be functional, depending upon the desired maritime use.

[c] In these areas a mix of uses is allowed, which includes maritime uses. The combination and proportion of uses in these areas will vary as implementation of the Plan occurs. Refer to Map D and discussion of Waterfront Mixed Use Opportunity Areas in Chapter 4 for specific locations of mixed use areas and further discussion.

In some Waterfront Mixed Use Opportunity Areas north of China Basin, maritime areas may be situated differently than as illustrated depending upon the degree, if any, that they are included as part of mixed use developments. Refer to Chapter 4 for details regarding acceptable long-term uses for specific subareas and sites along the waterfront.

[d] Temporary berthing occurs at various locations along the waterfront and is an acceptable use at most piers. Piers that are used most frequently for temporary berthing are designated with an asterisk.

Maritime Areas [a]


Legend
Existing Maritime Areas (improved terminals and other facilities) [b]
Maritime Expansion Areas
Transitional Maritime Areas
Waterfront Mixed Use Opportunity Areas
(expected to include existing and/or new maritime uses) [c]
Temporary Berth Areas [d]
Waterfront Plan Project Area Boundary
SWL Seawall Lot
Note The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.
SAN FRANCISCO BAY
SAN FRANCISCO BAY
NORTH

35

In general, the Port's industrial cargo shipping and ship repair operations are concentrated south of China Basin Channel from Pier 48 to Pier 96, although Piers 15-17, 19-23, and 27-29 in the northeast waterfront are still used for newsprint cargo shipping and cargo warehousing. Port property in the southern waterfront favors container shipping operations because of the availability of large tracts of land and maritime support services such as warehousing, transportation services, and freight rail access. This area also continues to be the most viable location for the ship repair industry, because there is adequate space to separate the industrial processes (and emissions associated with that work) from residential development.

In contrast, the majority of existing commercial and recreation oriented maritime uses, such as ferry and excursion boats, passenger cruise ships, historic ships, and recreational boating activities are located north of China Basin Channel. Two exceptions are the fishing industry, traditionally regarded as an industrial use, which continues to be centered in Fisherman's Wharf, and the public boat launch and recreational boating facilities located south of China Basin near Pier 52. Unlike the ship repair and cargo shipping industries, where access by the general public is restricted or prohibited, the commercial and recreation-oriented maritime uses rely on public access and visibility in order to thrive. These maritime operations therefore benefit from proximity to other people-attracting activities such as commercial and residential uses.

The Waterfront Land Use Plan also identifies "Transitional Maritime Areas" on Map A, with accompanying General Land Use Policies below. For a variety of reasons, the cargo shipping-related facilities at Piers 15-17, 19-23, and 27-29 in the northeast waterfront are not likely to continue in cargo use over the long-term. In the northeast waterfront, the transition of inland properties from industrial to residential and commercial uses, coupled with the transformation of The Embarcadero to an urban boulevard, have already hampered cargo shipping operations (particularly convenient truck access to the piers). In addition, dynamic shipping industry trends and restrictions on dredging favor consolidation and centralized cargo operations, which can best be accommodated in the Port's southern waterfront. Although consolidation in the southern waterfront would yield maximum operational efficiency for the cargo shipping industry, this shift could require an initial capital investment for which the Port currently does not have the financial resources. ~~These financial considerations must be addressed before determining whether a Transitional Maritime Area is surplus to the needs of industrial maritime industries.~~

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Although the Waterfront Land Use Plan supports continued cargo-related use of Transitional Maritime Areas for as long as such use is viable, these sites should be considered for mixed-use development if they become surplus to cargo needs. The conversion of these facilities to mixed-use developments will provide additional opportunities to expand commercial and recreation-oriented maritime activities in a setting that will enhance those maritime businesses. Moreover, the development of new commercial activities will provide a source of

revenue to help finance maritime activities that are not financially self-supporting, new open spaces and public access. Development standards for these alternate land use possibilities are presented in the discussion of the Northeast Waterfront in Chapter 4.

General Land Use Policies for Maritime Areas

The following General Land Use Policies apply to Existing Maritime, Maritime Expansion, and Transitional Maritime Areas, as noted. In addition, more detailed development standards are identified for specific sites in Chapter 4.

The maritime policies discussed below and in more detail in Chapter 4, provide guidance to the Port in siting its various maritime operations. However to fully meet the Port's public trust responsibilities to promote navigation, fisheries and maritime commerce, the Port reserves the right to site maritime activities anywhere on Port property in response to ever-changing industry needs.

General Policies for Existing Maritime Areas

1 Protect and, where feasible, enhance facilities for existing maritime activities by:
   a. Providing long-term leases and other incentives for maritime industries to invest in facility improvements and, where the economic condition of an industry does not permit such investment, seeking alternative sources of financing for needed improvements, including linkages to new non-maritime, revenue-generating development located on-site or off-site.
   b. Permitting interim uses that are not necessarily maritime-related, as a means of reserving maritime properties not currently in demand. These interim uses would be subject to General Land Use Policies for Interim Uses provided below, and should not prevent eventual reuse of the property for maritime uses.
   c. Making efforts to avoid land use conflicts or interference with maritime operations.
   d. Protecting existing truck and rail access where feasible.

2 Seek opportunities to increase public access to, and appreciation of, existing maritime activities by:
   a. Providing public access to industrial maritime operations (e.g. ship repair, cargo shipping, fishing) when feasible, in a manner that does not interfere with or constrain the maritime operations. Such access may be limited to public tours, or public viewing areas and educational displays, and need not be provided on-site.
   b. Including new public access improvements, such as walkways and viewing areas, as part of any substantial facility upgrade for commercial and recreation-oriented maritime operations (e.g. ferry and excursion boats, cruise ships, recreational boating), if financially feasible.

c. Permitting the development of accessory commercial services (e.g. retail convenience sales and restaurant and food sales), to meet the needs of nearby employees and businesses, including Port tenants, provided that such uses do not interfere with or preclude the primary maritime operations. Accessory commercial services also can make an area more inviting to the general public by providing places to observe and learn about maritime operations.

3 Accommodate seasonal overflow demand for fish-handling facilities and temporary and ceremonial berthing at any pier that can safely meet these needs.

General Policies for Maritime Expansion Areas

4 Locate any new industrial cargo shipping and ship repair activities on Maritime Expansion Areas south of China Basin, close to maritime support services, freight rail access and truck routes.

5 Protect truck routes and rail access necessary to support Maritime Expansion Areas in the southern waterfront.

6 Encourage the development of new commercial and recreation oriented maritime activities (e.g. water taxis, excursions boats, cruise ships, historic ships) on all Maritime Expansion Areas north of China Basin by:

a. Linking the development of the new maritime activities with complementary non-maritime public and commercial activities as part of a mixed use program which includes open spaces and public access, in order to maintain a maritime character along the water's edge and to help finance the maritime-related capital improvements.

b. Selecting locations for new maritime activities with high visibility from adjacent streets to enhance public views of the working waterfront.

c. Whenever possible, taking advantage of shared visitor parking and other services and amenities at adjacent or nearby developments.

7 Include public access improvements such as boardwalks, plazas, viewing areas, and educational exhibits in new maritime development, where feasible. The nature of these public access improvements will vary depending on whether they are within commercial or industrial developments.

8 Permit recreational boating and water activities in a variety of locations at the Port, including sites south of China Basin, provided that the type of recreational activity is compatible with the industrial or commercial nature of the maritime uses in the area.

9 Accommodate seasonal overflow demand for fish-handling facilities and temporary and ceremonial berthing at any pier that can safely meet these needs.

10 Permit the development of accessory commercial services, such as retail convenience sales and restaurant and food sales, to meet the needs of nearby employees and businesses, including Port tenants, provided that such uses do not interfere with or preclude the primary maritime operations.

General Policies for Transitional Maritime Expansion Areas (Piers 15–17, 19–23, 27–29)

11 Maritime activities permissible in Existing Maritime or Maritime Expansion Areas are permissible and encouraged in Transitional Maritime Areas until the area is determined to be no longer required or suitable for maritime use exclusively.

12 Permit temporary and ceremonial berthing at any facility that can safely meet this need.

13 Conduct a review process that considers the following criteria to determine if, on balance, ~~a Transitional Maritime Area is~~ no longer viable exclusively for maritime activities:

a. Are there limitations regarding the site location, on-site structures and improvements, or other site characteristics that no longer enable the facility to be operated exclusively for maritime activities?
b. Are there off-site conditions beyond the control of the Port Commission that have rendered the site unsuitable for exclusive use for maritime activities?
c. Are alternative facilities available which would enhance the viability of the maritime activities?
d. Would continuation of maritime activities on the site require excessive Port resources, resulting in a significant financial hardship and/or operational inefficiency for the Port?
e. Have all reasonable measures been taken to provide alternate facilities that meet the operational needs of both the maritime operator and the Port, including meeting financial requirements to make the necessary capital improvements at new locations?

Additional General Policies for Existing Maritime, Maritime Expansion and Transitional Maritime Areas

14 In recognition of the Port's public trust responsibilities to promote navigation, fisheries and maritime commerce, permit substitution of one maritime activity for another, as needed to meet changing maritime industry trends.

15 Continue to give the Port broad discretion in maximizing opportunities for maritime activities, by simplifying permitting, design review and other regulatory requirements.

16 Prohibit new private maritime-related clubs with exclusive memberships (i.e. members must be voted in). Allow other maritime-oriented clubs, that may charge membership fees, but encourage pay-as-you go use of facilities or other measures to allow occasional club use, to the maximum feasible extent.

17 Maximize efficient use of new and existing parking facilities in a manner that does not hamper maritime business operations.

Open Spaces and Public Access

The Waterfront Land Use Plan identifies existing and new Open Spaces and Public Access sites generally on Map B and more specifically in the Acceptable Land Use Tables in Chapter 4.

Historically, there were relatively few open space and public access improvements on Port property because of the maritime and industrial uses that dominated the waterfront. However, changing land use patterns over the last 20 years have created opportunities to transform significant stretches of the Port waterfront to open spaces and public access.

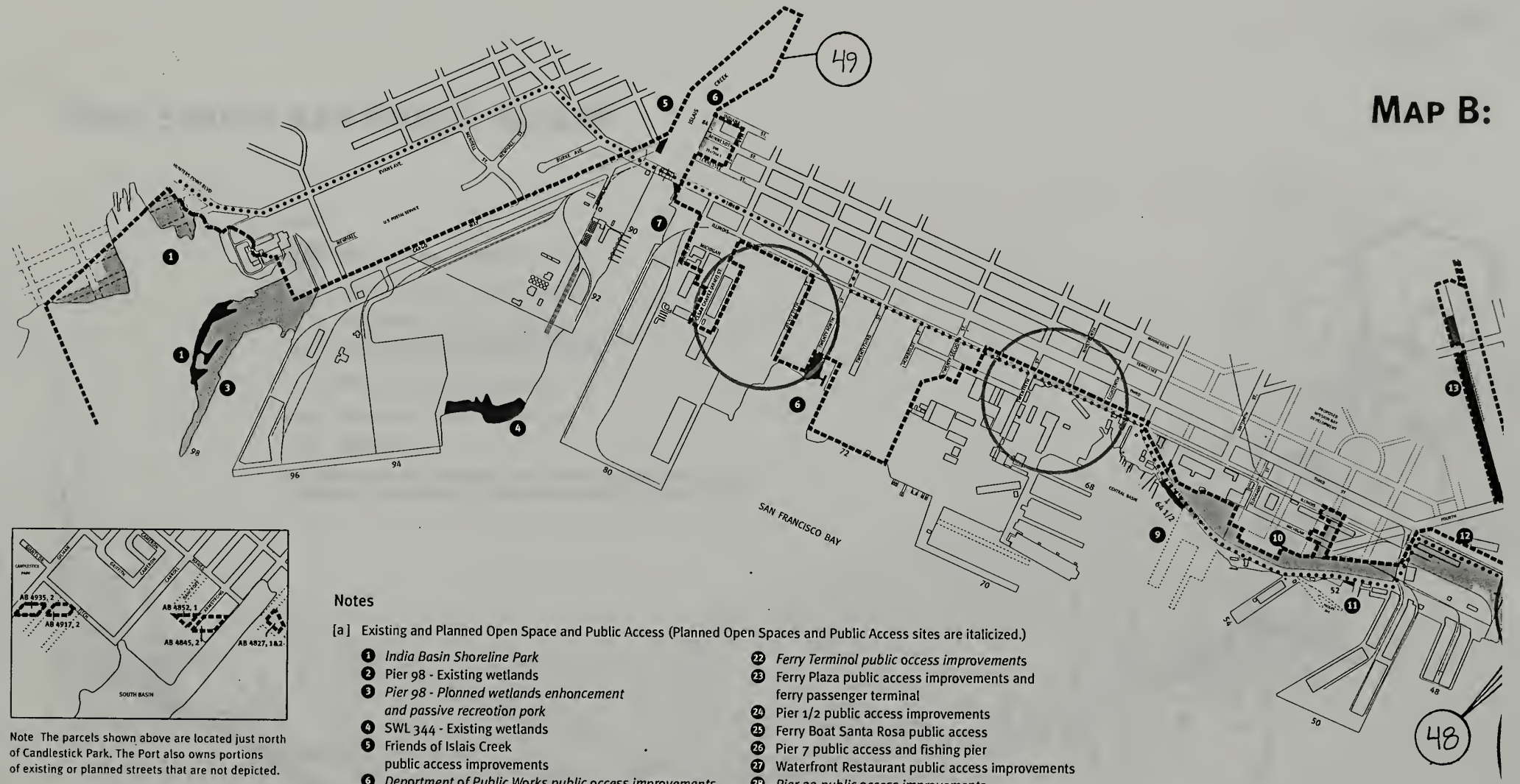
The Pier 7 fishing and open space pier at the foot of Broadway is the most recent (completed in 1990), and perhaps most successful, open space amenity constructed at the Port. This elegant pier extends 900 feet into the Bay, offering stunning views of the City and the water. It has received a number of awards for design excellence and has already become a well-known waterfront landmark. South of the Ferry Building, the Embarcadero promenade extends along the water's edge from the Agriculture Building to Pier 22½ near the Bay Bridge, providing a popular lunch retreat for downtown workers. Other public access improvements at Pier 39 in Fisherman's Wharf provide views of the marina and playful sea lions, and extensive landscaped gardens to delight the many visitors attracted to the area. In addition, volunteer citizen efforts currently underway along ~~the south bank of~~ Islais ~~Creek will result~~ in new landscaping and public access improvements that are compatible with ongoing maritime and industrial operations in the area.

Unfortunately, not all of the open spaces at the Port have been improved to their full potential, and many do not provide maximum public benefits. The Ferry Plaza on the bayside of the Ferry Building, and Warm Water Cove and Pier 98 in the southern waterfront, are examples of these underutilized resources. Other Port sites have been proposed or approved for major open spaces, but have not yet been developed. These include Rincon Point and South Beach Parks included in the *Rincon Point-South Beach Redevelopment Plan*, ~~and the 11 acre wetlands and other waterfront open spaces approved as part of the *Mission Bay Plan.*~~

When fully developed, the open spaces and public access areas shown on Map B, will provide substantial and varied opportunities for public enjoyment on a greater number of waterfront sites than identified in the City's *Master Plan.* In addition, the landscaping and public access improvements under construction as part of the Waterfront Transportation Projects will establish continuity and a uniform design standard for other new waterfront open spaces and public access improvements. This integrated series of open spaces and public access areas will complement the San Francisco segments of the regional Bay Trail that, when completed, will extend around the perimeter of San Francisco Bay.

The main constraint to realizing this future is the lack of Port or City funds for these ambitious improvements. While the Waterfront Transportation Projects have been paid for primarily with federal and state transportation funds, many of the other open space improvements have yet to secure financing. The Port actively pursues state and federal grants to fund public access projects, such as the $500,000 grant it recently secured for public access improvements at Pier 47A in Fisherman's Wharf. The Port should make efforts to obtain City Recreation and Park Department funds for open space acquisition, renovation and maintenance improvements. However, it is anticipated that there will be fewer public funding programs available in the future. As a result, the Port will need to rely on new revenue-generating developments to help create and maintain open spaces and public access improvements.

Map B:



Note The parcels shown above are located just north of Candlestick Park. The Port also owns portions of existing or planned streets that are not depicted.

Notes

[a] Existing and Planned Open Space and Public Access (Planned Open Spaces and Public Access sites are italicized.)

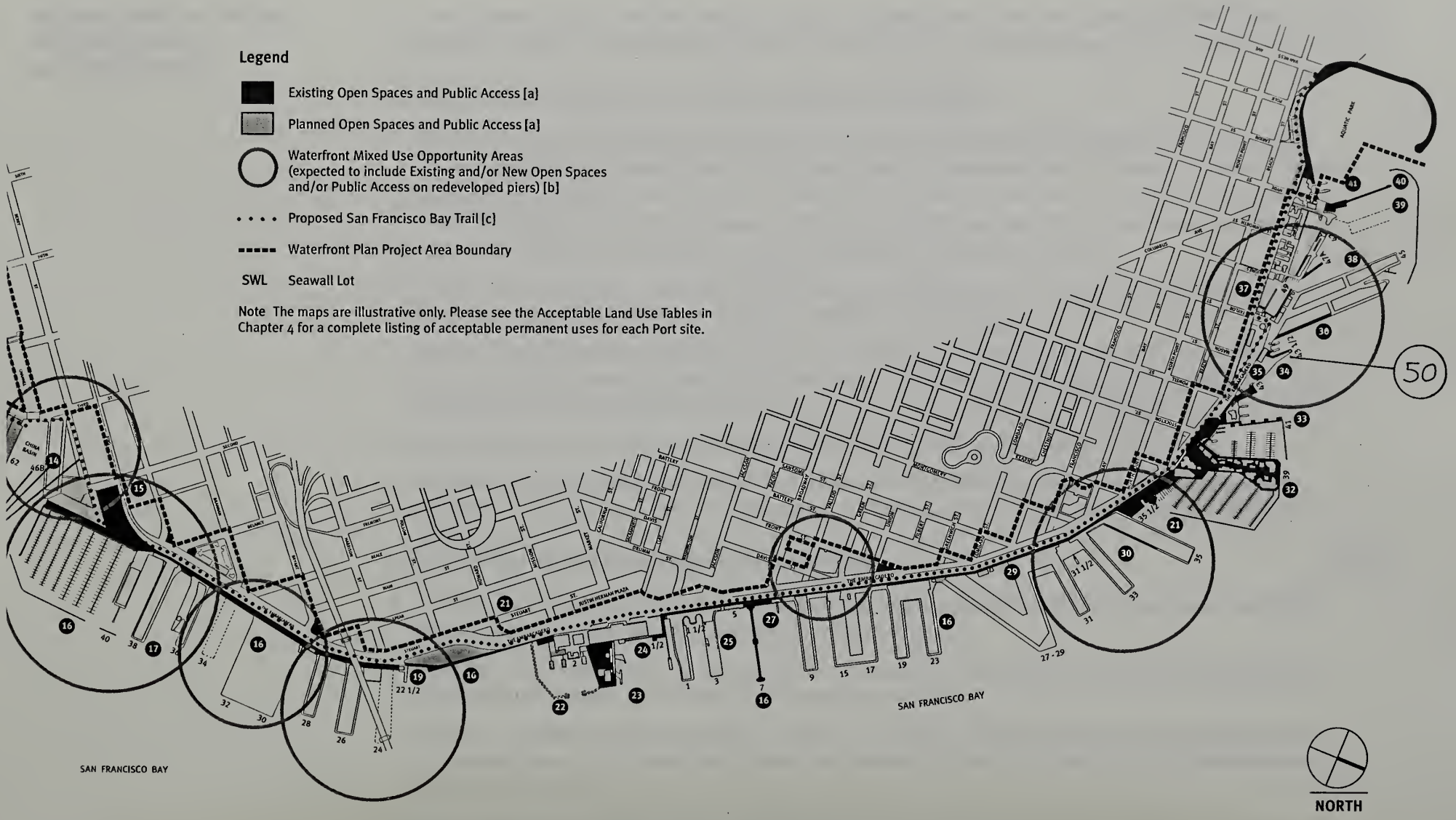
1. *India Basin Shoreline Park*
2. Pier 98 - Existing wetlands
3. *Pier 98 - Plonned wetlands enhoncement and passive recreotion pork*
4. SWL 344 - Existing wetlands
5. Friends of Islais Creek public access improvements
6. *Deportment of Public Works public ocoess improvements*
7. Department of Public Works public access improvements
8. Warm Water Cove Park and fishing pier
9. Agua Vista Park
10. *Mission Boy Open Space*
11. Pier 52 Boat Launch and Service Engineering public access improvements
12. *Mission Boy Open Spoce ond Wetlonds*
13. Mission Creek Harbor Association public access improvements
14. *South Beoch Park - Phose Two*
15. South Beach Park - Phase One
16. South Beach Yacht Harbor public access improvements
17. Pier 38 public access improvements
18. South Embarcadero Promenade
19. *Rincon Pork*
20. Embarcadero Promenade between Pier 22 1/2 and The Agriculture Building
21. SWL 347N Urban Plaza
22. *Ferry Terminol public ocoess improvements*
23. Ferry Plaza public access improvements and ferry passenger terminal
24. Pier 1/2 public access improvements
25. Ferry Boat Santa Rosa public access
26. Pier 7 public access and fishing pier
27. Waterfront Restaurant public access improvements
28. *Pier 23 public ocoess improvements*
29. North Embarcadero Promenade (under construction)
30. Cruise terminal viewing deck at Pier 35
31. East Wharf Park
32. Pier 39 and Underwater World public access improvements
33. Pier 41 public access pier
34. Pier 43 and 43 1/2 public access areas
35. *Fishermon's Whorf Triongle Lot public ocoess improvements*
36. Pier 45 public access near historic submarine "Pampanito"
37. Inner Lagoon boardwalk
38. Pier 47A public access
39. *Hyde Street Harbor ocoess*
40. Hyde Street Pier historic ships
41. South End Rowing Club public sun deck

Not shown: Proposed plaza in front of Ferry Building. Precise location and boundaries are being developed.

[b] In these areas a mix of uses is allowed, which includes public access and open space. The combination and proportion of uses in these areas will vary as implementation of the Plan occurs. Refer to Map D and discussion of Waterfront Mixed Use Opportunity Areas in Chapter 4 for specific locations of mixed use areas and further discussion.

[c] The proposed Bay Trail route may be relocated to nearby streets if further studies reveal conflicts with Port operations.

Open Spaces and Public Access


Legend
Existing Open Spaces and Public Access [a]
Planned Open Spaces and Public Access [a]
Waterfront Mixed Use Opportunity Areas (expected to include Existing and/or New Open Spaces and/or Public Access on redeveloped piers) [b]
Proposed San Francisco Bay Trail [c]
Waterfront Plan Project Area Boundary
SWL Seawall Lot
Note The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.
SAN FRANCISCO BAY
SAN FRANCISCO BAY
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NORTH

General Land Use Policies for Open Spaces and Public Access

The General Land Use Policies listed below apply to Existing and New Open Spaces and Public Access, as indicated. In addition, more detailed development standards are identified for specific sites in Chapter 4.

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General Policies for Existing and New Open Spaces and Public Access

1 Ensure a diversity of Open Spaces and Public Access, which may be achieved in different ways depending on location: places that provide access to the water; quiet, contemplative places for passive enjoyment; active places for civic gatherings and other urban events that draw large crowds; places for biking and foot race events; places that restore the environment and support wildlife habitats; places to learn about waterfront activities and the Bay environment; and places that appeal to children and seniors.

2 Provide public facilities (e.g. restrooms, public phones, drinking fountains, information kiosks) in Open Spaces and Public Access areas wherever desirable and feasible.

3 North of China Basin, route pedestrian paths and circulation in Open Spaces and Public Access areas to create a "PortWalk" that maximizes connections with the Bay, the pedestrian promenade along The Embarcadero, and the regional Bay Trail.

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4 Provide public access around the perimeter of piers, wherever safe and feasible.

5 Continue to pursue government and private funding and other financing strategies to cover capital and maintenance costs and to improve the appearance of Existing and New Open Spaces and Public Access.

General Policies for New Open Spaces and Public Access

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~~6 Develop urban design guidelines for the waterfront to facilitate integration of New Open Spaces and Public Access with the design and function of other waterfront activities.~~

7 Encourage and support volunteer citizen efforts to create public access improvements by assisting with grant and funding acquisition, and facilitating the permit review process.

8 Whenever possible, link the development of New Open Spaces and Public Access to the development of new commercial activities that would help activate the public areas as well as provide sources of development and maintenance financing.

9 Where space permits, allow accessory commercial activities (e.g. food and beverage stands or carts, bike or skate rentals) to provide services to open space visitors.

10 Protect open spaces from shadow and wind impacts from adjacent development, according to applicable law.

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Residential Uses

Existing residential development on Port property currently is located on Seawall Lots 331, 332 and 333 in the South Beach area, all of which have been developed with below-market rate housing (Delancey Street and Steamboat Point Apartments.) Under limited conditions, New Residential Uses may be developed on most seawall lots in Waterfront Mixed Use Opportunity Areas north of China Basin shown on Map C and on other sites as indicated in the Acceptable Land Use Tables in Chapter 4. ~~Pursuant to the *Burton Act*, any sites developed with housing must first be declared surplus to maritime needs.~~

Adjacent to the Port, there are several established and new residential neighborhoods mixed with commercial businesses, particularly in the northeast waterfront and South Beach areas. Additional residential development on Port seawall lots could complement these emerging inland neighborhoods. ~~At the same time,~~ residential use adjacent to mixed-use developments on piers would increase the security of public access areas along the waterfront by introducing day and nighttime activities. Successfully designed and developed, Residential Uses on Port property will play a key role in reuniting the City with its waterfront.

General Land Use Policies for New Residential Uses

The General Land Use Policies listed below apply to New Residential Uses. In addition, more detailed development standards are identified for specific sites in Chapter 4.

1 Permit New Residential Uses on seawall lot sites specified in Chapter 4 if those sites are not required to support maritime activities on adjacent piers.

2 Permit accessory commercial uses within residential developments, particularly on the ground floor, to provide activities and interest for pedestrians, as well as goods and services for residents.

3 Permit social and common areas which could be available for community meetings to serve on-site or nearby residents.

4 ~~Develop urban design guidelines for the waterfront that include and expand upon the following design objectives:~~

   a. For projects that front on The Embarcadero, include landscaping or other design amenities that both protect the privacy of the residents and enhance the public access improvements constructed as part of the Waterfront Transportation Projects, thereby creating a transition between the City and waterfront activities.

   b. Avoid massive buildings and protect visual access to the waterfront by incorporating terraced or other building designs where appropriate.

5 Comply with applicable City policy regarding provision of affordable housing for New Residential Uses.

6 ~~Seek New Residential Uses on seawall lots~~ which yield fair market return and generate surplus revenue to fund public trust-related Port activities, consistent with provisions of the *Burton Act.*

Commercial Uses

Commercial Uses consist of the uses listed below, which have been designated as land use options on one or more of the Waterfront Mixed Use Opportunity Areas or Existing (Long-term) Residential or Commercial Use Areas shown generally on Map C and, more specifically, on sites indicated in the Acceptable Land Use Tables in Chapter 4. Commercial Uses are divided into two groups which are described below: those permitted on piers and those permitted on seawall lots. (Further descriptions are provided in Appendix C, Glossary of Terms.)

Commercial Uses on Piers

- Artist/Designers Studios and Galleries - Includes craft studios and galleries
- Assembly and Entertainment - Includes conference facilities, theaters (cinemas and live performances), night clubs and nighttime entertainment venues, amusement parks, exhibition halls, public markets, children's entertainment
- Recreational Enterprise - Includes facilities offering recreational and athletic fitness services
- Museums
- Parking (accessory to acceptable uses only)
- Retail - Includes retail goods and services, eating and drinking establishments, and public markets
- Visitor Services
- Warehousing/Storage (excludes mini-storage on piers or within 100 feet of the shoreline)
- Wholesale Trade/Promotion Center - Includes wholesale trade promotion for a type of product, for example, California products (e.g. gourmet foods, wine, seafood, or other agricultural products), with related exhibit and conference facilities and import/export services.
- General Office (in buildings that are listed in the National Register of Historic Places, and pierhead and bulkhead buildings)

Commercial Uses on Seawall Lots

- Commercial Uses on Piers, as described above
- Hotel
- General Office (Pursuant to the *Burton Act*, seawall lots developed with General Offices must be declared surplus to maritime needs.)
- Parking (general parking facilities and parking accessory to acceptable uses)
- Warehousing/Storage (includes mini-storage warehouses on seawall lots)

There has been very little new commercial development on Port property within the last 20 years. Many of the existing commercial uses in the northern waterfront were developed before 1980 as single-use establishments, including Alioto's, The Franciscan and other seafood restaurants, the Blue Shield office building in Fisherman's Wharf, and the Francisco Bay Office Park in the northeast waterfront.

One exception is Pier 39, the visitor-oriented retail and entertainment complex in Fisherman's Wharf, which was built in 1978 as a mixed-use maritime complex. Although some critics consider the development too tourist-oriented, and not properly oriented towards the water, Pier 39 nevertheless successfully integrates marina and excursion boat activities and public access features which have greatly improved the appearance of the area.

The Draft Waterfront Land Use Plan promotes a variety of commercial activities, including both revenue-generating and non-profit uses. As discussed more fully in the Introduction to Chapter 4, the Plan strongly encourages that, where feasible, new commercial development on piers be a part of mixed-use developments (in new "Waterfront Mixed Use Opportunity Areas") which include maritime uses and open space and public access to bring day and nighttime activity to the waterfront and foster long term public-oriented activities on Port property. If planned and executed in a coordinated fashion, this flexible, mixed-use development approach offers excellent opportunities to reunite the City with waterside attractions and amenities. In addition to the existing Port properties discussed in this Plan, any new properties that the Port may acquire or control may be considered for mixed-use development.

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New public transit service planned as part of the Waterfront Transportation Projects will greatly improve access to new developments on Port property, and should be promoted as a primary mode of transportation. However, new assembly, entertainment and other public-oriented uses along the waterfront, particularly those attracting people during the evenings and weekends, will require additional parking. Wherever parking is provided, appropriate efforts should be made to maximize the efficient use of new and existing parking.

The development of major new commercial uses, particularly in mixed-use developments on piers and waterside sites, will also provide opportunities to establish a "PortWalk", a new way to experience the sights and sounds of waterfront activities, by extending public access onto piers and connecting it to pedestrian improvements along The Embarcadero.

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The Waterfront Plan also promotes low-scale development along most of the waterfront, consistent with the existing 40 foot height limits which apply to all piers, except in the Ferry Building area where there is an 84 foot height limit. Most of the Port's seawall lots also have a 40 foot height limit, with 84 foot and 105 foot height limits for a few parcels. All of the permitted commercial uses can be developed within these existing height limits.

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General Land Use Policies for Commercial Uses

The following General Land Use Policies apply to Existing and New Commercial Uses, as indicated. In addition, more detailed development standards are identified for specific sites in Chapter 4.

General Policies for Existing Commercial Uses

1 Seek to improve public access and make the shoreline more attractive when renegotiating leases or issuing permits for Existing Commercial Uses, ~~especially in areas such as Fisherman's Wharf where there are few locations available for new open spaces and public access~~.

2 Ensure that the Port is receiving fair market rents for its facilities wherever possible.

3 Seek new commercial tenants who will generate sufficient revenue to finance maritime, open space and public access improvements included in the projects, and yield ground lease payments to the Port to meet other capital and operational costs.

4 For Port seawall lots located along The Embarcadero between Powell and Vallejo Streets which are developed with Existing Commercial Uses, provide opportunities for conversion to other uses, when desirable to increase the revenue-generating potential and/or complement uses developed on adjacent Port sites. Any new uses should be sensitive to the character and scale of development in adjacent non-Port areas.

General Policies for New Commercial Uses

5 Wherever possible, seek New Commercial Uses on seawall lots, piers, or waterside properties which generate sufficient revenue to finance maritime, open space and public access improvements included in the projects, and yield fair market return to the Port to meet other capital and operational costs.

6 Encourage New Commercial Uses on piers or waterside properties, preferably as part of mixed-use developments, which include maritime activities and public access or open space amenities, primarily located in areas north of China Basin.

7 Permit the mix of uses to be distributed among adjacent piers and seawall lots which together would complement neighboring developments and thus unite the waterfront with the rest of the City.

8 Respond to the needs and interests of the widest feasible range of user groups in new mixed-use developments (including seniors, children, San Francisco's diverse cultural community, disabled persons and other groups with special needs).

9 Major developments on waterside properties should highlight maritime features and incorporate public access improvements which maximize visual connections (and physical contact, to the extent possible) with the water.

10 Provide affirmative action to maximize opportunities for minority and women- owned businesses and small businesses to participate in waterfront business enterprises. Extend waterfront business opportunities to non-profit operations whenever possible.

11 Prohibit new private clubs with exclusive memberships (i.e. members must be voted in). Allow other clubs that may charge membership fees (e.g. YMCA), but encourage pay-as-you go use of facilities or other measures to allow occasional club use, to the maximum feasible extent.

12 Create a PortWalk made up of integrated public access walkways and plazas which connect major new developments on piers with public sidewalks and rights-of-way along The Embarcadero. The PortWalk should:

a. Guide pedestrian circulation in and among activities on piers and along pier perimeters wherever possible;
b. Maximize views of the water;
c. Include signage describing maritime activities and historical points of interest along the way;
d. Provide adequate lighting and security to promote public use during the day and night.
e. Provide a continuous waterside pedestrian walk from Fisherman's Wharf to China Basin and in waterfront areas south of China Basin wherever possible.

13 ~~Develop urban design guidelines for the waterfront, including historic preservation guidelines, which include and expand upon the following design objectives for mixed-use developments:~~

a. Coordinated building designs, particularly for projects that include more than one site, to achieve a cohesive, complementary blend of architectural styles among adjacent sites.
b. Coordinated landscaping and public access improvements to complement and enhance the Waterfront Transportation Project improvements along The Embarcadero (where applicable).
c. Terraced building designs or other design treatments which protect views of the Bay and avoid massive buildings.
d. Locations from which to view the City from the water.
e. Building designs which protect open spaces from shadows and wind impacts from adjacent development, according to applicable law.
f. Sufficient building service (e.g. trash, storage) and loading space for delivery and service vehicles, without detracting from the building design.

14 Promote architectural excellence in the design of New Commercial Uses in a manner which is sensitive and compatible with the existing building scale and architectural and historic character of surrounding development.

15 As a general rule, maintain a low scale of development on piers to minimize impacts on views, consistent with existing waterfront height limits.

16 Promote the use of public transit as a primary mode of transportation and maximize the efficient use of new and existing parking facilities, particularly for new development north of China Basin, by implementing any of the following, (where applicable):

a. Establish shared parking among Port-operated parking facilities, and with non-Port parking operations in adjacent areas, which are conveniently located to serve daytime, evening and weekend activities at the Port.
b. Where sufficient nearby parking is not available, provide shuttle service between new development and parking facilities.
c. Limit the amount of available long-term (all day) parking.
d. Promote ride sharing and the use of public transit through the sale of transit passes, provision of van pool/car pool parking spaces, and joint promotional campaigns with transit providers.
e. Provide parking information and signage systems to direct visitors to nearby underutilized parking locations.

17 If there is no alternative seawall location, permit limited accessory parking on piers if the parking:

a. Is enclosed or otherwise screened from view.
b. Does not interfere with public access areas.
c. Does not generate significant traffic congestion on The Embarcadero.

Other Uses

The Draft Waterfront Land Use Plan also provides opportunities for activities other than Maritime Uses, Open Spaces and Public Access, and Commercial and Residential Uses. Development opportunities for Power Plants and Sports Facilities are limited to one area each. In lieu of General Land Use Policies provided in this Chapter, site-specific development standards for these uses are presented in Chapter 4. (For Power Plants, including cogeneration facilities, see Chapter 4, The Southern Waterfront; for Sports Facilities see Chapter 4, The South Beach/China Basin Waterfront). General Land Use Policies for Academic Institutions, Transportation Services, ~~and~~ Community Facilities are provided below, with further site-specific development standards presented in Chapter 4. All of the "Other Uses" are defined in Appendix C, Glossary of Terms.

General Land Use Policies for Academic Institutions

1 Prior to development, prepare a campus plan which addresses the following:
   a. Provision of public access improvements.
   b. Transportation plans which promote public transit use and include a parking mitigation program, if applicable.

2 To the maximum extent feasible, provide short courses and workshops (for example, on a pay-as-you-go basis) which provide varied educational opportunities to the general public.

General Land Use Policies for Transportation Services

1 In major developments, encourage ticket sales for all local and regional modes of transportation service to and within San Francisco.
2 Plan vehicle staging areas which minimize congestion on nearby streets.
3 Provide attractively designed and inviting passenger waiting and service areas to encourage use of transportation services, whenever feasible.

General Land Use Policies for Community Facilities

1 Allow public safety and other community service facilities on sites which are strategically located to provide service to the Port or the City.
2 Where rational and feasible, combine community services (e.g. community meeting rooms, post offices) with other uses which activate the waterfront.
3 Maintain the Port Executive Director's authority to direct the utilization of Port facilities for medical airlift and other emergency services.

Interim Uses

The Port's ongoing management responsibilities, in combination with the following facts, require the development of a clear policy to guide the interim use of Port property:

- The Port's ~~weak~~ financial ~~condition has~~ precluded the Port from making long-term improvements to its deteriorating properties.
- ~~For the foreseeable future, lingering effects of the 1989-1994 recession in the Bay Area real estate market, in addition to the complexities of major new waterfront development projects, will continue to deter private investment which would result in long-term improvements or increased cash flow to the Port.~~
- Absent significant new revenue sources, the Port must maximize the productivity of its existing facilities in order to generate the revenues necessary to fund its ongoing operations and legally mandated activities, and to build cash reserves for future capital investments.
- The revitalization of Port property can begin sooner if new businesses, programs and activities are initiated, even on an interim basis, to bring more workers, residents and visitors to the waterfront.
- ~~If, after the Port Commission and other City agencies approve the Waterfront Land Use Plan, changes to BCDC regulations or State legislation are required before proposed long-term uses could be developed, interim uses would ensure the economic use of Port property pending these changes.~~

~~Currently, there is no clear, consistent regulation of interim uses on Port property. This is a concern particularly for many non-maritime activities, which are subject to review by the City Planning Commission, BCDC and the State Lands Commission, in addition to the Port Commission. There is no clear regulatory distinction between short-term and long-term leases~~. Therefore prospective tenants who would like to rent existing space for a 10 year period, for example, are subject to most of the same time-consuming and expensive application, government review procedures and exactions as a developer who would like to pursue a new major development project which will have a 50 year life.

~~Existing guidelines for interim uses also vary according to location. In the southern waterfront, BCDC generally limits interim uses to five years or less as part of the BCDC/Metropolitan Transportation Commission (MTC) *San Francisco Bay Area Seaport Plan*, which protects potential marine terminal expansion areas. (Given the excess capacity at the Port's existing terminals, and the enormous supply of waterfront property which will be available upon closure of military bases, BCDC will likely revise these current *Seaport Plan* interim use policies.) The few existing regulations which address interim uses on the remainder of the Port's property primarily address the problem of non-conforming uses, which are generally discouraged. These regulations do not make allowances for interim uses which should be encouraged for limited terms.~~

General Land Use Policies for Interim Uses

The following General Land Use Policies apply to sites for Interim Uses in the three different areas of Port property described below. In addition, more detailed development standards are identified for specific sites in Chapter 4.

General Policies for Areas North of China Basin Channel and Within BCDC's 100 Foot Shoreline Band

1 Where market trends or limited Port resources prevent rehabilitation and reuse consistent with long term objectives for the site, promote the productive use of piers and pierhead and bulkhead buildings on an interim basis, instead of allowing those facilities to stand vacant, by:
   a. In general, allowing interim uses for terms of up to five years within or on existing structures, provided no major repairs to the facility or substructure are necessary to permit the uses to occur, and the uses do not significantly contradict the overall objectives of the Waterfront Land Use Plan. Examples of such interim uses include: small business incubator industries, academic institutions, community facilities, parking or warehousing.
   b. Where longer amortization periods are needed, allowing renewal of leases for one additional five year period.
   c. Considering longer term interim uses only in exceptional cases where there is thorough and public review pursuant to the Waterfront Plan Implementation Process outlined in Chapter 5. (When appropriate, leases for longer term interim uses could include an amortization schedule with a buy out provision so that permanent uses can be developed as soon as feasible. The Port, as a public agency, has the power of condemnation and can always recover its property for a public purpose).
   d. ~~Encouraging BCDC~~ to adopt policies regarding its requirement for maximum feasible public access which recognize that interim uses cannot be expected to support the same level of public access improvements as permanent uses.
   e. Allowing principal permitted uses in C-2 Districts ("Community Business" a common district designation on adjacent non-Port property which permits retail, restaurants, office and a range of other commercial activities) to be approved as interim uses through a streamlined entitlement process.

2 Provide affirmative action to maximize opportunities for minority and women-owned businesses to participate in waterfront business enterprises.

3 Protect the environment and ensure compatibility with adjacent uses when authorizing interim uses by:
   a. Reviewing the list of principal permitted uses in a C-2 District and prohibiting those which could present a particular threat to the environment if conducted on a pier.

13 Ensure compatibility of interim uses with current and anticipated future uses of adjacent non-Port areas by:
   a. Limiting interim uses on Port property between Pier 52 and Pier 66 to terms of one to ten years, ~~unless the uses would be compatible with residential and other uses planned for adjacent and nearby property in the *Mission Bay Specific Plan* approved in 1991~~.
   b. Complying with all existing environmental regulations (e.g. restrictions on noise, emissions, and transportation congestion) in order to avoid significant public health, safety and other impacts of industrial activities.
   c. Avoiding interim uses that significantly contradict the overall goals and objectives of the Waterfront Land Use Plan.

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Unacceptable Non-Maritime Land Uses

Proposition H directs the following criteria to be considered in determining unacceptable non-maritime uses:

1 Does the land use need to be located on the waterfront in order to serve its basic function?
2 Is the land use compatible with existing or planned maritime operations or surrounding parcels, if any?
3 Does the land use provide the maximum feasible public access?
4 Does the land use improve the ecological balance of San Francisco Bay?
5 Does the land use protect the waterfront's architectural heritage?
6 Does the land use represent the best interests of the people of the City and County of San Francisco and/or State of California?

~~The Waterfront Plan Advisory Board voted to declare the uses listed below unacceptable non-maritime land uses on piers or within 100 feet of the shoreline. All unacceptable uses voted on by the Advisory Board apply only to non-maritime, non-water dependent uses.~~

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Unacceptable Non-Maritime New Uses*

- non-maritime private clubs
- residential
- non-accessory parking** (i.e. general parking which is not provided as a requirement for new development)
- adult entertainment
- non-marine animal services
- mortuaries
- heliports (except for landings for emergency or medical services)
- oil refineries
- mini-storage warehouses
- hotels***
- sports facilities with seating capacity greater than 22,000****

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* Proposition H does not prevent any unacceptable non-maritime land uses existing as of January 1, 1990 from continuing in operation or expanding on its existing site in a manner consistent with all other applicable laws and regulations.

** Non-accessory parking is a permitted interim use, but not a permanent use.

*** Hotels already are designated as an unacceptable use in the adopted Proposition H Ordinance.

**** In June 1994, the Waterfront Plan Advisory Board decided to recommend to the Port Commission that "sports facilities with seating capacity greater than 22,000" be added to the unacceptable non-maritime land use list. At that time, the Advisory Board did not specifically review a proposal subsequently considered by the San Francisco Giants, Catellus Development Corporation, and managers of the Cow Palace for a possible sports and entertainment complex at China Basin, which could include a ballpark seating more than 22,000 in whole or in part on Port property. On January 12, 1995, the Advisory Board voted to retain the staff proposed language on pages 135-137 that addresses this new sports and/or entertainment facility concept. The Advisory Board also acknowledged that the appropriateness of this site for a sports facility with a seating capacity greater than 22,000 is an issue of great public interest and, therefore, should appropriately be decided by the voters of San Francisco. On March 26, 1996, the voters of San Francisco approved Proposition B which changed City law so that a ballpark with up to 45,000 seats could be built at China Basin. Construction of the ballpark would still require other approvals by the City and by State agencies.

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Subarea Plans

Chapter 4 provides area objectives and development standards for specific Port sites in each of 5 subareas of the Port: The Fisherman's Wharf Waterfront, The Northeast Waterfront, The Ferry Building Waterfront, The South Beach/China Basin Waterfront and The Southern Waterfront. The discussion for each area includes background information which supports each subarea objective. The objectives are followed by development standards which provide guidance on appropriate maritime, open space, public access, residential, commercial and other development in the subarea. The discussion also includes an Acceptable Land Uses Table for Port properties located in the subarea.

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The northern waterfront

Waterfront Mixed Use Opportunity Areas

As discussed in Chapter 3, The Waterfront Land Use Plan strongly encourages that, where feasible, new commercial development on piers should be a part of mixed use developments which include maritime, open space and public access activities, and which bring day and nighttime activity to the waterfront. Many Port sites discussed in this chapter are therefore organized into "Waterfront Mixed Use Opportunity Areas," (See Map D next page) combinations of piers and seawall lots where most major changes are expected to occur along the waterfront. In addition, this chapter presents development standards for Other Existing Maritime, Transitional Maritime, and Maritime Expansion Areas, and Other Existing or New Open Spaces and Public Access located in the subarea.

It is important to note that the combination and proportion of uses in specific development projects will vary as implementation of the Plan occurs. In most cases, major developments on piers will include a mix of maritime, commercial and/or open space and public access uses. However, the amount of space dedicated to the different uses will vary. (For example, some projects are likely to include more of a maritime or open space component than others.) In other cases, new developments may include a single use on a site. In this latter case, however, the goal is to have different types of uses on nearby sites so that a mix of uses can be achieved in the greater area. Thus, for example, a pier may contain maritime and open space activities, an adjacent seawall lot may contain residential uses, and another adjacent pier may contain public access and an entertainment venue. If planned and executed in a coordinated fashion, this flexible, mixed use development approach offers excellent opportunities to reunite the City with a diversity of waterside attractions and amenities.

The development of major new commercial uses, particularly on piers and waterside sites in Waterfront Mixed Use Opportunity Areas north of China Basin, will provide opportunities to establish a "PortWalk", a new way to enjoy the sights and sounds of waterfront activities by extending public access, open spaces and viewing areas onto piers and integrating them with the Waterfront Transportation Project pedestrian improvements and open spaces along The Embarcadero.

under study include offices and research facilities, fish handling and marketing activities, a test kitchen and retail area for the sale of fish and related products, a visitor/interpretive center to educate the public about the fishing industry and the environment on which it depends, and conference facilities. Other uses compatible with fishing industry activities in Sheds B and D may be located in Sheds A or C to serve and attract the public, help finance the Fisheries Center or provide much needed revenue for Wharf-area and Port improvements.

In addition to Pier 45, a significant amount of fish handling occurs at Fish Alley, the historic center of Fisherman's Wharf. As was the case at Pier 45, these buildings require substantial modernization to meet current operational requirements. Although Fish Alley tenants have long-term leases (most extend through the year 2036), theoretically providing them with a greater financial incentive to make leasehold improvements, such improvements have rarely been made because of the constricted physical layout of Fish Alley, limited vehicle access and parking, poor structural condition of the buildings, and poor economic health of the industry.

~~Given the current depressed state of the fishing industry,~~ Fish Alley buildings may be in less demand for fish handling and related businesses now that modern fish handling facilities are available on Pier 45. Nevertheless, there remains a strong interest in preserving the character and charm of Fish Alley. It is therefore appropriate to allow adaptive new uses of current fish processing facilities until there is sufficient fishing industry demand for these facilities. Interim uses would ensure that this historic area remains active and inviting at all times. However, any adaptive reuses should not encourage heavy traffic, and should not involve extensive remodeling because major investments for new uses tend to encourage permanency.

Provide space for the existing and expansion needs of other maritime activities at the Wharf.

In addition to the fishing industry, Port property at Fisherman's Wharf is used for many other water-dependent activities. Recreational boating occurs at the Pier 39 marinas, and swimming and recreational activities are managed by the City's Recreation and Parks Department at Aquatic Park. The South End Rowing Club dock and the northern end of the Dolphin Club dock at Aquatic Park are on Port property. Ferry and excursion boat operations are based at Pier 39, Pier 41½ and Pier 43½. Historic ship berthing occurs at the Hyde Street Pier, home of the San Francisco Maritime National Historical Park, which has the largest concentration of historic ships in the Nation, and at Pier 45 where the *USS Pampanito* is berthed. Ceremonial berthing occurs on the east side of Pier 45.

These and other maritime businesses should be provided with expansion space so that their operations can continue to be viable at the Wharf. For example, more berthing areas for ferries and excursion boats, and possible sites for water taxi docking are needed.

Continue to integrate public, commercial, and maritime activities to preserve and enhance the diversity of uses at Fisherman's Wharf.

In the 1950s, Fisherman's Wharf was primarily an industrial area comprised of commercial fishing, manufacturing, warehousing and maritime uses, surrounded by small-scale residential uses. Visitor-serving facilities were limited to restaurants adjacent to the Inner Lagoon fishing harbor. Over the years, this pattern has changed dramatically. Except for fishing industry facilities, industrial activities have virtually disappeared. Today, Fisherman's Wharf is comprised of an eclectic mix of fishing industry and other maritime and visitor-serving uses. The area is one of the most visited tourist attractions in the United States, offering entertainment, restaurants, art galleries, museums, historic ships, parks, beaches and swimming areas, shops, hotels, offices and housing.

Clearly, the fishing industry should remain a top priority at the Wharf. Indeed, the reason that the Wharf became a visitor attraction in the first place is that the public enjoyed observing fishing industry activities. A more visible fishing industry will improve the character and charm of Fisherman's Wharf. But it is clear that visitor-serving facilities and services also are key to the continued success of the Wharf, and need periodic updating and improvement. Any conflicts between fishing industry and visitor-serving activities should be minimized, so that new uses do not pose a barrier to the long-term enhancement of the fishing industry.

Encourage activities that will facilitate the use of the area by local residents and diminish the Wharf's image as a "tourist-only" attraction.

The Fisherman's Wharf area is bordered by offices, housing, open space, neighborhood commercial and maritime uses. Yet, because the area is viewed by San Franciscans as a tourist area, many local residents believe that it has little to offer them. New Wharf activities such as arts, education, historical and recreational facilities, and places of public assembly (such as festival halls, meeting halls or conference centers) should be encouraged to increase the appeal of Fisherman's Wharf to local residents. Festival-type assembly and entertainment uses and events such as the annual Festa Italiana, should be encouraged because they draw thousands of residents to the area and cause only temporary or minor disruption to the fish handling activities at the Wharf. Also, the Fisheries Center, if feasible, would provide public access and educational exhibits of interest to locals and visitors alike. Additional office uses, particularly above ground level, would provide activities at the Wharf oriented to local residents, and increase off-season patronage of Wharf shops and restaurants. These types of new uses should be encouraged in order to attract more San Franciscans to the heart of Fisherman's Wharf.

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Rationalize and enhance the public access and open space program at Fisherman's Wharf.

Pier 39, a major mixed-use development, provides most of the improved public access and open spaces at the Wharf, including dedicated public access around the Pier 39 perimeter, public access and fishing at Pier 41 atop the west marina breakwater, and the 4.6 acre Waterfront Park extending from Pier 41 to Pier 35 between The Embarcadero and the water's edge. Additional public access and open space improvements planned in conjunction with a new aquarium at Pier 39 include viewing plazas with exhibits focusing on the Bay environment, "Story of the Bay" plaques ringing the 2nd floor of the Pier, and a comprehensive sign program emphasizing public access to the Bay at Piers 39, 41 and 43. In addition, 18,000 square feet of new public access will be created at Pier 43 next to the historic railroad arch where ferries used to dock and unload rail cars.

Other public access areas at the Wharf include access through the Inner and Outer Lagoons, along the east side of Pier 45, and along Pier 43½. In general, however, these areas are hard to find and not well connected, making it difficult for pedestrians to flow through the area and enjoy the Bay. These problems are most evident at Pier 43½ and the adjacent Triangle Site located in the heart of Fisherman's Wharf.

Both Pier 43½ and the Triangle currently are used for surface parking and visitor-serving retail uses. During recent planning efforts at the Wharf, the possibility of creating a grand open space which would be the civic focus of the Wharf was studied. This would require removing surface parking and replacing it in an underground garage. Because funds for the garage and open space improvements are not currently available, more modest pedestrian and open space improvements, leading to and including the Triangle, Piers 41, 43½ and 45 were proposed and the first phase of these improvements are under construction. Further consideration should be given to other ways to reconfigure at least some of the parking that is necessary for Wharf businesses, thereby freeing up more space for pedestrian and open space improvements, provided that the impact on existing parking that is neces-

Design under way for Pier 47A fishing and pedestrian pier

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sary for ongoing tenant operations is addressed. Alternatively, more opportunities for valet parking should be explored here. ~~In addition~~, the door ~~should~~ be left open to negotiations with existing tenants, if they are amenable, about the feasibility of allowing an appropriate amount of additional revenue-generating space, in exchange for public access, open space or other significant public improvements.

Wherever feasible, public access and open space areas should be expanded and linked to existing open spaces via a "PortWalk" in the Wharf, to allow the public to fully experience the "working waterfront". As an example, the Port is renovating Pier 47A, providing berthing and pedestrian improvements so the public can better view fish handling and off-loading operations. The Wharf also is a prime area for guided walks or interpretive signage to teach the public about different types of fishing boats and fish caught and to describe the Wharf's colorful history. New developments should help implement the PortWalk by improving pedestrian circulation and clarifying pedestrian connections to the Bay, to the ferries and between Wharf attractions, including Aquatic Park.

Provide efficiently planned parking and loading facilities to serve Wharf activities.

The lack of both long and short-term parking is one of the most frequent complaints of members of the fishing industry. At the same time, existing restaurants and visitor-oriented businesses and swim clubs also depend on parking for their patrons. From mid-morning through evening, all these drivers suffer intense competition for limited parking spaces. Affordable parking for commercial and sport fishermen heading out to sea is especially scarce, and public transit is not readily available during the early morning hours when the industry is the busiest. In addition, parking is needed in close proximity to fishing boats for off-loading gear.

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~~Long-term fishing industry parking spaces are proposed to be provided on Pier 45 as part of the earthquake repairs. The Hyde Street Harbor project will provide short-term loading and unloading spaces adjacent to new berths.~~ However, there is concern that the amount of parking may be insufficient to accommodate other Wharf business and visitor needs, particularly if there is additional development in the area. Also, although improved fish handling facilities at the Wharf will permit storage of a greater volume of fish products, the need for semi-truck access to both receive and deliver cargo will persist. ~~Parking is also needed for the trucks that currently conduct informal fish trading along Jefferson Street, causing sanitation and congestion problems for Port tenants and visitors.~~

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Without parking, existing Port tenants and the Port will suffer significant decreases in revenues from Wharf operations. A creative solution to this challenging problem must be found, such as measures to improve utilization of existing non-Port parking garages which rarely fill, shuttle buses or motorized cable cars and pedicabs to accommodate people who take public transit or park outside the Wharf, shared parking facilities for uses with different time needs, and parking vouchers for swim clubs and sport fishing patrons.

The Fisherman's Wharf Waterfront Acceptable Land Use Table (1, 2, 3)

Key

A = Acceptable Use
~~E = Existing Acceptable Use (4)~~
E/I = Existing Use/May Continue As Interim Use
X = Accessory Use
~~E/X = Existing Accessory Use~~

	Maritime Uses (5)											**Open Spaces/Public Access**		**Residential Uses**	**Commercial Uses**										**Other Uses**					
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services
Aquatic Park Docks								E				E	E																	
Hyde Street Pier		A	E	E		E			E	E	A	E	E						E	X	E		E				E			E
Proposed Hyde Street Harbor		A	A		A	A		A		A	A	A	A							X	A									
Outer Lagoon (Water)		E	E	A		E		E			A																			
Fish Alley (Seawall Lot 303)		E	E	A	E	E					A		E		E/I	A	E		A	E/X	E		A	A			A			
Seawall Lot 302		E	E	A	A	A					A		E		E/I	E	E		A	E/X	E		A	E			A			
Pier 47/47a		E	A		A	E		A		E	A	A	E							E/X	E									
Inner Lagoon (Water)		E	E	A		E		E			A																			
Pier 49		E	E	A		E		E			A	A	E						A	E/X	E		A				A			
Pier 45 West		E			A	A				A		A	A			A				E/X	A		A							
Pier 45 East		A	A	E	A	A				E	A	A	A			A			A	E	A		A				A			
Seawall Lot 300/301												A	E			A				E	E		A							E
Pier 43½			E	A						A	A	A	E			A				E	E									E
Pier 43			E	A		A				A	A	A	E			A					E		A							
Pier 41½			E		E	A				A	A		E								E									
Pier 41			A	A							A	E	E																	
Pier 39, 39½, 35½			E	A				E		A	A	E	E			E			A	E/X	E		A							E
Seawall Lot 311/312												E		A		A	A	A		E	A									A
Seawall Lot 313														A		A	E	A		A	A									

Table Notes

1 This table focuses primarily on acceptable long-term uses for the sites described. The Draft Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.

2 Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.

3 Definitions of land uses are included in Appendix C, Glossary of Terms.

4 ~~An "E" indicates that the use already occurs on site and is an acceptable long-term use. The amount of space devoted to this use on each site may be expanded or contracted, if consis-~~

5 The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.

6 Unless otherwise indicated, an "E" for General Office on pile supported structures reflects existing general offices in pierhead or bulkhead buildings, which are acceptable long-term uses. An "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.

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Development Standards

Fisherman's Wharf Mixed Use Opportunity Area

- Provide new meeting spaces, restaurants, retail and equipment storage areas oriented towards the needs of the fishing industry.
- Allow new retail uses that contribute to a better balance between, and quality of, local and visitor-serving goods and services.
- Encourage new Wharf activities such as arts, entertainment, educational, historical and recreational facilities, and places of public assembly (such as festival halls, meeting halls or conference centers) to increase the appeal of Fisherman's Wharf to local residents.
- Review the design of any development for compatibility with the maritime industrial context of the area and to ensure proper orientation towards the Bay.
- Encourage maritime offices on either a long-term or interim basis, to help support the Wharf's maritime industries, and to provide an increased flow of patrons for shops and restaurants during the off-season.
- Provide a retail fish market where it would not conflict with the safe and efficient functioning of fish handling operations.

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- Provide berths for frequently changing historic, military and other ceremonial vessels to attract local residents as well as visitors, enliven public access and provide revenue to the Port.
- Coordinate new development with improvements to vehicular access and circulation in order to minimize traffic impacts.
- Encourage maximum coordination between merchants, fishing industry and existing garage and parking lot operators, and install better signage to fully utilize existing parking.
- Provide for off-street truck loading space in new commercial developments.
- Provide safe and adequate truck access routes and truck loading space in this congested tourist area to meet the needs of fishing, retail, and other businesses.
- ~~Evaluate relocating the fish distribution activities occurring via trucks parked on Jefferson Street to Port property.~~

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- Encourage a museum of fishing industry, maritime and/or Wharf history.

Development Standards (cont.)

Fish Alley

- Preserve the existing balance between fishing and commercial uses, to the maximum feasible extent.
- Preserve the small scale maritime-industrial character of Fish Alley by retaining the older buildings, to the extent possible, and adapting them to the needs of and use by modern fishing-related businesses. In the event a building cannot be retained, then any replacement buildings must be consistent with the historic maritime industrial character of the area.
- In the interior block of Fish Alley, continue to give priority to fish handling, processing and distribution; restaurants and bars oriented towards the fishing industry, businesses and citizens in the area; chandleries; other businesses serving the fishing industry; and support services for the proposed Hyde Street Harbor.
- If fishing industry uses are not needed, then interim, adaptive reuse of Fish Alley buildings for uses oriented to other maritime activities (including warehousing/storage for maritime industries), support facilities for the historic Hyde Street Pier, artist or designer studios or galleries, museums, or visitor-serving Wharf activities, should be considered, provided that they do not disrupt the remaining fishing industry uses and that they retain the architectural character of Fish Alley.
- Allow interim adaptive new uses only if they do not involve major capital investment (which tends to encourage longevity) and do not permanently prevent reuse of the structures for fish handling when the industry experiences an upswing.
- Restrict any artist or designer studios or galleries in Fish Alley's interior block to "working artists" or other craftspersons whose activities would be observable by the public, particularly those related to a maritime theme such as a wooden boat building center.
- Allow a broader range of visitor-oriented artists (artist studios open to the public), and art galleries, maritime-related museums, and other compatible uses on Jefferson Street than in Fish Alley, provided that they preserve the architectural character of the area, serve the needs of visitors and San Franciscans and are compatible with adjacent retail and fishing industry uses.
- Explore the feasibility of a direct connection between the Hyde Street Pier and Fish Alley.

Development Standards (cont.)

Pier 45 East Side

- Develop the Fisheries Center if there is a demonstrated demand for it and it is financially feasible.
- Consider water-taxi, shuttle bus service and other means of reducing traffic congestion if the Fisheries Center is developed.
- Allow parking inside the sheds to support the fishing industry, Fisheries Center, or new uses on Pier 45, or to replace parking that could be relocated from other Wharf sites that are more appropriate for open space. Any shed parking should be oriented towards the interior of the Pier, leaving the eastern sides of the sheds for uses that encourage and enhance public access on the east side of the Pier.
- Provide public access on the eastside of Pier 45 and activate the access with retail, museum, Fisheries Center, assembly and entertainment and other uses in Sheds A and C on Pier 45 to attract the public.
- If feasible, incorporate an appropriately sized open space at the southern end of Pier 45, with an accessory retail use oriented to users of the open space.
- Continue historic ship and ceremonial berthing.

Pier 43½ and the Triangle/ Seawall Lot 301

- Continue to explore possible relocation sites, including an underground garage, for the Triangle and Pier 43½ parking, provided that relocation sites do not reduce existing parking capacity, and meet the needs of the existing restaurants and Wharf businesses that depend on adjacent parking.
- With the existing long term lessee, explore the feasibility of replacing self parking at Pier 43½ with a smaller valet parking area ~~in order to make more open space available.~~
- ~~If the Triangle parking is replaced, pursue the possibility of an appropriately sized open space to accommodate day-to-day Wharf activities as well as special festival or City celebrations.~~
- ~~Explore the feasibility of replacing retail buildings on the Triangle with a "Market Hall" containing food and flower stalls, indoor and outdoor cafes and other compatible uses, with "transparent" design providing views through the building to the Bay.~~
- ~~Consider permitting the expansion of commercial uses at Pier 43½ or the Triangle, only if part of a project which attracts local visitors (such as the market hall) and which includes public access and open space improvements, reduction or relocation of existing parking, or other significant public benefits.~~
- Any expansion of building space at Pier 43½ should not block Bay views from the Mason Street view corridor.

Development Standards for Other Existing Maritime or Maritime Expansion Areas

Aquatic Park Docks (Portion of South End Rowing Club & Dolphin Club)

- Continue recreational boating and water activities, including aquatic activities, swimming, rowing, running, and other sports.
- Require compliance with all public access requirements imposed either by the City's Department of Parks and Recreation (which has primary jurisdiction over Aquatic Park) or by BCDC.
- Protect access to the water around the docks for non-members without charge and without time restrictions.
- Encourage additional public access in the area.

Hyde Street Pier

- Operate the existing pier primarily for a maritime historical park and support functions, including concessions, excursions, related special events and maritime educational programs.
- Use and placement of historic ships should not interfere with the development of the proposed Hyde Street Harbor or other operations of the fishing industry.
- Minimize impacts of exhibits and ships on views of the Golden Gate Bridge.
- Encourage additional free public access in the area.
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Proposed Hyde Street Harbor

- Complete the Hyde Street Harbor as soon as possible.
- Give priority to support services for the Hyde Street Harbor (when completed) and, as space becomes available, in Fish Alley. Provide gear storage, loading and unloading areas, and short and long-term parking as close to the new berths as possible.
- Operate and manage the Harbor to ensure compliance with all applicable environmental and water quality laws and regulations.
- Allow recreational boats to use the Harbor only during times when the Harbor is not fully utilized by the fishing industry.
- Provide public access where it would not conflict with fishing operations.
- Explore the feasibility of a direct connection between the Hyde Street Pier and Fish Alley.

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Development Standards (cont.)

Inner and Outer Lagoons

- Without detracting from the historic character of the lagoons, retain and improve berthing for a mix of active fishing, historic Monterey, and other boats to ensure that a variety of boats are available throughout the day so that the public has an opportunity to see the working waterfront close at hand.
- Provide a floating dock for loading and unloading gear and people, particularly for the charter sport fishing businesses.
- Allow an informational kiosk to inform the public about the availability of sport fishing and charter tours at this location, provided that it does not interfere with the flow of pedestrians.

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Pier 45 - West Side

- Give priority to fish handling businesses.
- Allow a retail fish market or similar business at the south end of Shed B.
- Allow fishing and maritime support facilities, maritime offices, or activities related to the fishing industry at the north end of Shed D which is not accessible to the large trucks required for fish handling operations.
- Pursue the feasibility of a cantilevered truck turnaround at the north end of the Pier to facilitate semi-truck turnarounds.
- Control public access in the active fish unloading area on the westside of the Pier so that it doesn't interfere with fish handling.

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Piers 41½ through 43½ (waterside)

- Continue existing, and promote new and expanded, ferry, excursion boat and water-taxi operations, including new berths and landing facilities, if necessary.
- Provide queuing areas for ferry and excursion boat patrons which protect patrons from inclement weather and have the least possible impact on pedestrian circulation.

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Pier 39 (waterside)

- Continue to use the area primarily for recreational boating and water use and ferry & excursion boat operations.
- Allow for possible future water-taxi stops to serve waterborne visitors to Pier 39.
- Allow for possible future berths for an ever changing display of historic or ceremonial ships to draw local residents to the waterfront.

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Development Standards for Other Existing or New Open Spaces and Public Access

Pier 43 (Ferry Arch)

- ~~Complete public access and open space improvements planned in conjunction with the Pier 39 Underwater World project~~.
- Remove the deteriorated portion of Pier 43 that extends into the Bay, north of the Ferry Arch.
- Provide pedestrian connections to neighboring public access areas, while making the Ferry Arch the focal point of the area.
- Allow an accessory retail, amusement and/or visitor-information use to serve the users of the new open space.
- Consider feasibility of accommodating a landing facility for ferries, excursion boats and water-taxis.

Pier 41

- Continue use as a public access pier atop the Pier 39 West Marina breakwater.
- Maintain the fishing platform at the Bay end of Pier 41.

Pier 39 Open Space (extending from Pier 41 to Pier 35, along The Embarcadero)

- Continue to provide high quality, well-landscaped open space.
- Improve views of the marina and the Bay, where feasible.

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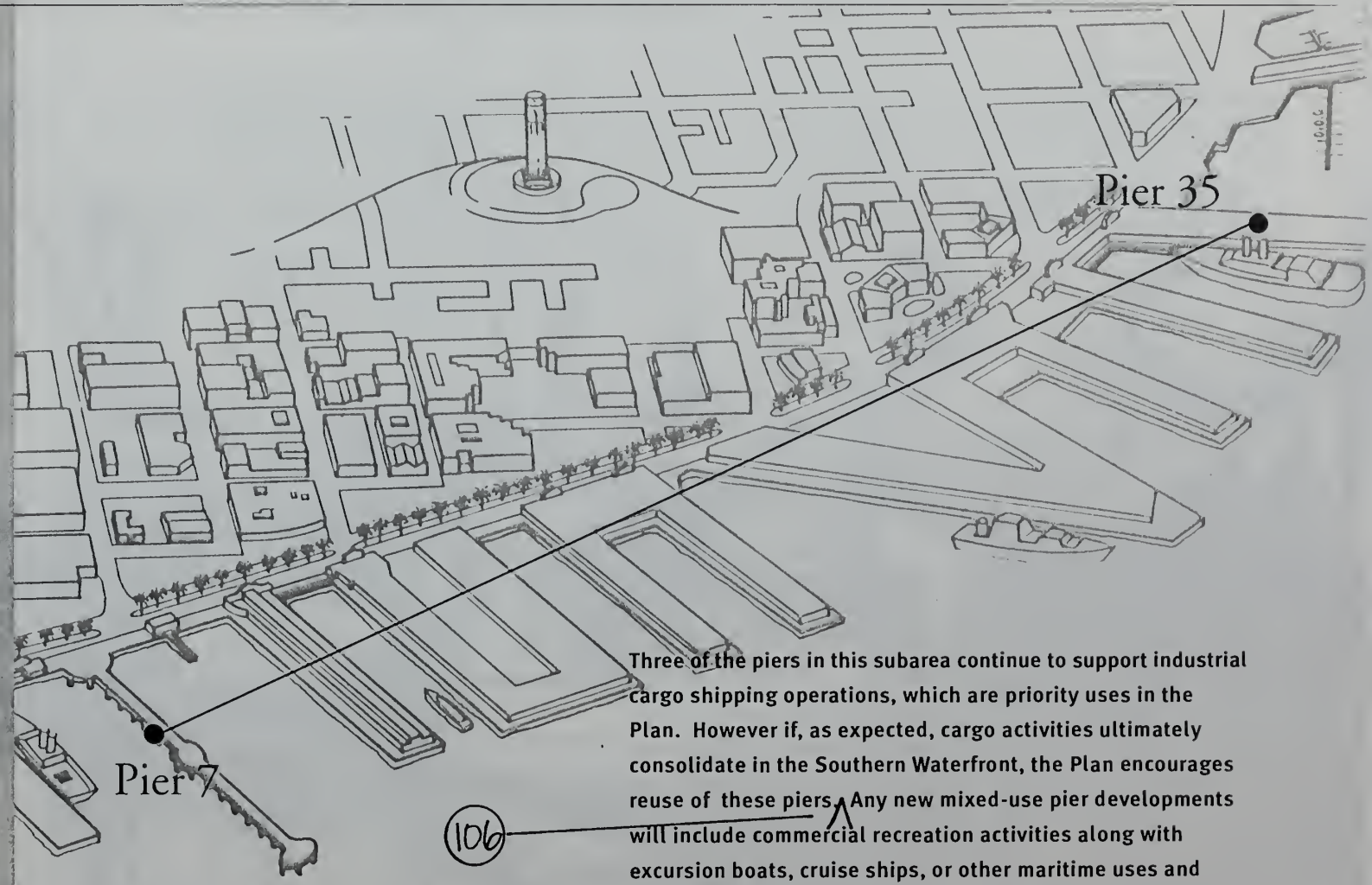
BONNIE
BODEGA BAY
PIONEER

The Northeast Waterfront extends from Pier 35 to Pier 7 and is part of a former maritime and industrial district which is successfully evolving into a vibrant urban neighborhood.

The Northeast Waterfront



Three of the piers in this subarea continue to support industrial cargo shipping operations, which are priority uses in the Plan. However if, as expected, cargo activities ultimately consolidate in the Southern Waterfront, the Plan encourages reuse of these piers. Any new mixed-use pier developments will include commercial recreation activities along with excursion boats, cruise ships, or other maritime uses and public access activities which appeal to the local and regional population. New development on adjacent inland sites will complement the area's evolving mixed-use residential and commercial neighborhood.

Objectives for the Northeast Waterfront

Maximize opportunities for the retention of maritime operations.

The Northeast Waterfront has undergone great change in the last 25 years, like much of the formerly industrial waterfront north of China Basin. While several of the finger piers still support maritime functions, only three piers continue to function exclusively as cargo-shipping related facilities: Piers 27-29 are operated as a newsprint shipping terminal and Piers 15-17 and 19-23 are used for cargo warehousing and transhipment, and the Port's Foreign Trade Zone. The Port's passenger cruise terminal is located at Pier 35, and Pier 31½ is the site of an excursion boat operation. The Northeast Waterfront includes sites for a number of other maritime support activities, such as tug and tow boat berthing at Pier 15 and the headquarters of the San Francisco Bar Pilots Association at Pier 9. The striking series of pierhead and bulkhead buildings on Piers 9, 15, 19, 23, 29, 31, 33 and 35 provide this area with a unique architectural, historic and maritime character.

Pier 31 & 33 pierhead and bulkhead buildings near the foot of Bay Street

In spite of the maritime activities still present in the Northeast Waterfront, the transformation of lands adjacent to the Port to mixed commercial and residential uses has introduced conditions which, over time, have reduced the viability of the area for cargo shipping and its related support operations. The evolution of the larger area has changed the function of The Embarcadero from an industrial service road accessing the piers, to a ~~major arterial in the City's transportation system. With construction of the Waterfront Transportation Projects~~, ~~The Embarcadero will be recast as a~~ beautified urban boulevard with enhanced public transit, further impeding freight access to the piers.

It is likely that the remaining cargo activities in the Northeast Waterfront will eventually follow the path of the vast majority of the Port's cargo-related operations by relocating to the southern waterfront. However, other non-cargo maritime activities should thrive in the heavily traveled Northeast Waterfront, through the expansion and improvement of excursion boats, water taxi operations, recreational boating, berthing of pilot boats, tugboats and historic ships, and passenger cruises. Unlike cargo operations, these commercial- and recreation-oriented maritime activities are compatible with waterside public access improvements, and would therefore be enjoyed by all people of the City and State.

Activate this area with an array of uses which establish a daytime and nighttime presence, but are not primarily tourist-oriented.

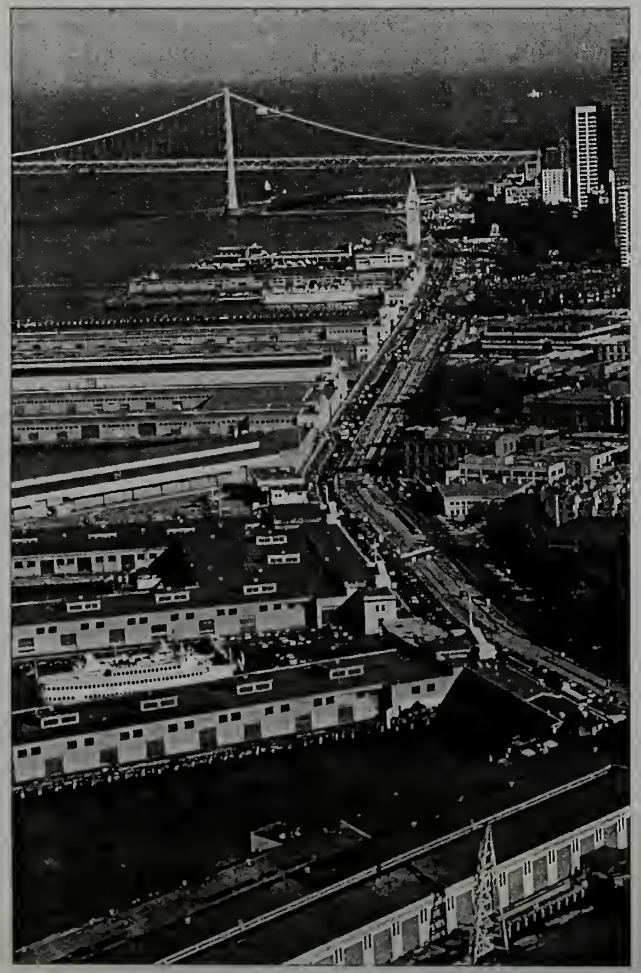
New activities in the Northeast Waterfront should build upon the varied land use pattern in the surrounding area, extending the urban edge of the City to the waterfront. The mix of activities should reflect the City's cultural diversity, and appeal to the local and regional population, thereby providing entertainment and commercial recreation venues distinctly different from the more tourist-oriented activities in Fisherman's Wharf.

Existing land uses on Port property and property adjacent to the Port provide a rich context to support new activities along the waterfront. Along The Embarcadero, existing developments on Port seawall lots include the Francisco Bay Office Park between Sansome and Bay Streets (SWLs 315, 316, 317), Fog City Diner at Battery Street (SWL 319), and the landmark Belt Railway Roundhouse office building at Lombard Street (SWL 318). Developments outside of Port jurisdiction include the Levi Plaza office and retail complex, and many office and design-related businesses in restored historic buildings along Battery and Sansome Streets. In addition, the inland area includes established residential enclaves at the foot of Telegraph Hill and in the Golden Gateway mixed-use complex. This area, transformed from its industrial beginnings, is now regarded as a stable and desirable urban location.

The mix of uses found in inland locations highlights the need for people-oriented activities on surplus piers. Because of the formerly industrial focus of the area, most of the piers have not been designed with amenities or features that serve the general public. Currently, the one major public amenity in the area is Pier 7, a ~~recently constructed~~, award-winning public access and fishing pier that extends 900 feet into the Bay. Further north, a few

restaurants and bars such as the Pier 23 Cafe provide limited commercial services to passersby. These commercial activities, which have co-existed with neighboring maritime operations, should be expanded wherever possible.

Many of the piers not in exclusive cargo-related use should accommodate activities which integrate new public access with existing and expanded maritime operations. Similarly, the five underutilized seawall lots (SWLs 314, 321, 322-I, 323, 324) which are currently used for surface parking and a gas station should be developed with uses which activate the waterfront and are integrated with adjacent uses. If developed in conjunction with the piers, these seawall lots could provide support space and ancillary parking for pier activities, as well as sites for mixed-use hotel, office or residential developments with ground floor retail uses. In addition, the seawall lots should provide a smooth transition from inland neighborhood uses to shoreline improvements, making the area inviting to local residents.



The Northeast Waterfront

Protect and enhance the historic maritime character of the area.

New development in the Northeast Waterfront should be sensitive to the rich maritime history that is preserved in the Northeast Waterfront Historic District, the ribbon of pierhead and bulkhead buildings along The Embarcadero, and the remaining maritime activities on many of the piers. This should be accomplished by integrating maritime activities with commercial recreation activities on surplus piers, and requiring building and site designs which balance the need for new activities with the area's historic maritime character. Fortunately, many of the architecturally rich brick and concrete structures originally built for maritime and industrial operations have been renovated for modern office and retail uses, thereby preserving the character of the Historic District while establishing a strong economic base. Five Port seawall lots are included in the Historic District, four of which are undeveloped. Development of any one of these parcels must therefore include a design which reinforces and enhances the unique character and history embodied in the Historic District.

New development should highlight the location of the area as a gateway to the North Beach and Chinatown neighborhoods to the west, and Fisherman's Wharf to the north.

The Northeast Waterfront is located at the crossroads between the City's downtown district, North Beach and Chinatown neighborhoods, and Fisherman's Wharf. These areas rely heavily on The Embarcadero as a main point of access by visitors and residents alike, particularly since the demolition of the Embarcadero Freeway. New development along The Embarcadero, particularly near Broadway and Bay Streets, should be designed to provide an orientation point for entrance into these nearby districts.

Provide new public access amenities which highlight newly created points of interest.

In spite of a shortage of waterside public amenities in the area, The Embarcadero is a magnet for bicyclists, skaters, walkers and joggers. While the Waterfront Transportation Projects will provide major aesthetic, transit and pedestrian improvements along The Embarcadero, there is a need to expand public access onto the piers themselves, including places for people to relax and enjoy the views, and experience the water's edge.

Where feasible, the PortWalk should link the pier perimeters, offering pedestrians the pleasure of strolling leisurely from one activity to another, and connecting with the Waterfront Transportation Projects pedestrian improvements and the Pier 7 public access pier. The PortWalk would provide a new way for the public to enjoy the sights and sounds of the waterfront while allowing, but not requiring, interaction with the various entertainment and other activities which would be offered along the way.

The Northeast Waterfront Acceptable Land Use Table (1, 2, 3)

Key

A = Acceptable Use
~~E = Existing Acceptable Use [4]~~
E/I = Existing Use/May Continue As Interim Use
X = Accessory Use
~~E/X = Existing Accessory Use~~

	Maritime Uses (5)											Open Spaces/Public Access		Residential Uses	Commercial Uses											Other Uses					
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services
Pier 35			A	A	E	E	E			E	A		A			A	E		A	E/X	A		A	E/I	A						
Pier 33, 33½, 31½		E	E	A	A	A	A				A	A	A			A	E		A	E/X	E		A	E/I	A			E/I			
Seawall Lot 314														A			A	A		E	E										
Pier 31					A	A							A							X				E/X							
Seawall Lots 315, 316, 317, 318, 319, 322												E	E	A			E	A		E	E						X				
Pier 27-29, 29½	E		A	A	E	E	A			E	A	A	A			A	E*		A	X	A	A			A		A				
Pier 19-23, 23½	E		A		E	E				A	A		A			A			A	X	E	A		E/X			A				
Seawall Lot 320												E																			
Pier 15-17	E		A	A	E	E				E	A	A	A			A	E		A	X	A	A		E/I	A		A				
Seawall Lots 321, 323, 324, 322-1												A		A	A	A	E	A	A	E	A	A					X				
Pier 9, 9½			E		E	E		A		A	A		A			A	E/I			E/X	A										
Pier 7½													A						A	E/X	E		A								
Pier 7												E	E																		

* ~~General office is an acceptable use in non-bulkhead/pierhead annex buildings fronting on The Embarcadero~~.

Table Notes

1 This table focuses primarily on acceptable long-term uses for the sites described. The Draft Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.

2 Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.

3 Definitions of land uses are included in Appendix C, Glossary of Terms.

~~4 An "E" indicates that the use already occurs on site and is an acceptable long-term use. The amount of space devoted to this use on each site may be expanded or contracted, if consistent with the land use objectives for the area.~~

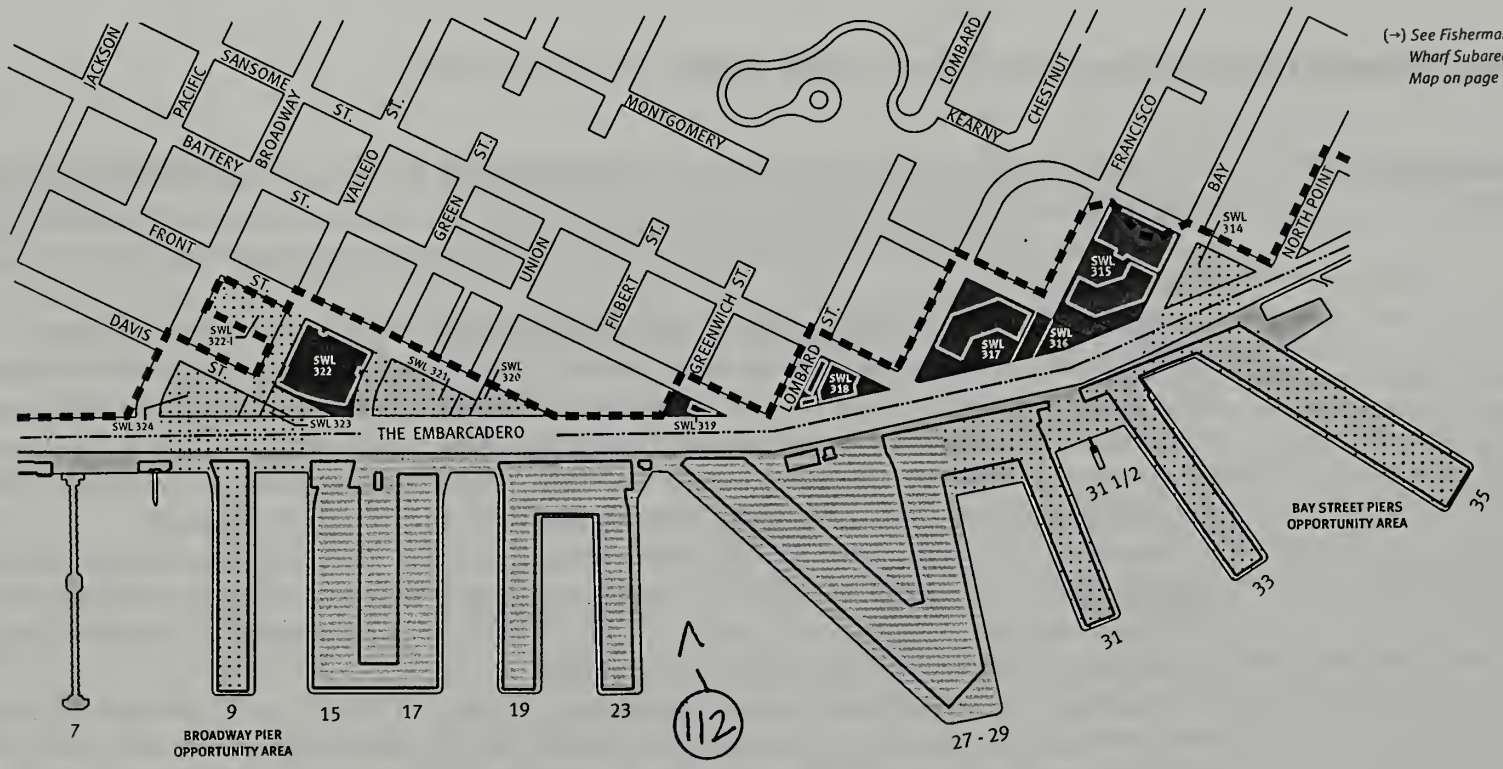
5 The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.

6 Unless otherwise indicated, an "E" for General Office on pile supported structures reflects existing general offices in pierhead or bulkhead buildings, which are acceptable long-term uses. An "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.

The Northeast Waterfront Subarea

(←) See Ferry Building Waterfront Subarea Map on page 113

(→) See Fishermans Wharf Subarea Map on page 81



SAN FRANCISCO BAY

Legend

- Waterfront Mixed Use Opportunity Areas [a]
- Transitional Maritime Areas
- Other Public Access & Open Space Areas
- Existing (Long-Term) Commercial Areas

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.

Map Notes

1 Facilities located along the marginal wharf between piers north of the Ferry Building are generally described by the number of the pier on the left followed by "½". e.g. Pier 31½ is located between Pier 31 & Pier 33.

2 When the Waterfront (Embarcadero) Transportation Projects are completed, portions of certain streets abutting the Embarcadero will be vacated and included in adjacent seawall lots which are designated for potential new developments.

—·—·— San Francisco Municipal Railway (MUNI) 'F-Line': An extension of the F-Line from Market Street north to Fisherman's Wharf, featuring the City's historic streetcar collection.

▪▪▪▪ Waterfront Plan Project Area Boundary

SWL Seawall Lot

3 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.

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Development Standards for Mixed Use Opportunity Areas

Bay Street Pier Mixed Use Opportunity Area

The Bay Street Pier Mixed Use Opportunity Area includes Piers 35, 33, and 31 and Seawall Lot 314 located at the threshold of Fisherman's Wharf. Through careful integration of uses on Seawall Lot 314 and Pier 35, development of this Opportunity Area will establish a clear entry point to one of the most popular visitor destinations in the country.

Pier 35 is currently the Port's passenger cruise terminal. Although cruise passengers have long viewed San Francisco as one of the most beloved ports of call in the world, recent trends have limited the number of cruise calls to an average of 44 per year (see Appendix A). Nevertheless, industry officials consider this Opportunity Area to be a highly desirable and convenient location for the limited amount of cruise activity in San Francisco. On the other hand, Pier 35 lacks most amenities provided in modern cruise terminals and, because of its long and narrow shape and other physical constraints, passengers and ships cannot be efficiently served.

If San Francisco captures more cruise business in the future, a modern terminal facility could be developed by combining Piers 35 and 33, which would likely require some new fill between the piers. In combination with other attractions such as a public events facility, a modern cruise terminal could establish a visually exciting gathering place and extend the PortWalk throughout the complex.

Development on Seawall Lot 314 should relate to improvements on Piers 35 and 33. For example, a landside hotel, consistent with existing height and bulk limitations for the site, would complement a cruise terminal or public events facility. Successfully designed and executed, these activities would frame The Embarcadero and provide a fitting entrance to Fisherman's Wharf.

If Pier 33 is not developed as part of a cruise terminal, or if Pier 35 ceases to be operated as a cruise terminal, these piers should still provide new entertainment and other assembly activities, such as a conference center. In addition, other maritime activities such as the excursion boat terminal should be retained.

Pier 33 currently operates primarily as a warehouse, with maritime and general offices in the adjacent bulkhead building. In recent years, a number of fish processing businesses have also occupied this facility. Pier 31 also currently operates as a warehouse facility and it's long-term future use will depend on changes in the cargo shipping operations on adjacent piers to the south, or new public attractions on Piers 33 and 35 to the north. These warehouses are valuable revenue-sources for the Port, in light of the steady market demand that exists for storage facilities. Warehousing should therefore be permitted as an interim use on these two sites.

Development Standards (cont.)

Bay Street Pier Mixed Use Opportunity Area

- If existing cruise terminal operations remain at Pier 35, improve facilities where feasible, by upgrading the decor of the terminal, and providing elevators, public access, and bon voyage areas.
- Promote shared uses in the cruise terminal which highlight the terminal's function as a gathering place for people and maintain year-round activity even when ships are not in port.
- If Pier 35 ceases to be used as a cruise terminal, permit entertainment and assembly activities that foster public enjoyment in the area.
- Any new cruise terminal, whether on Piers 33 and 35 or another site, should include the following features:
  - **a** Two berths.
  - **b** Separate areas that are sufficient in size to serve ships and passengers.
  - **c** Major public access features, including a bon voyage area.
  - **d** Sufficient taxi, bus and car drop-off and pick-up areas.
  - **e** Retail, exhibits, and other attractions to complement the cruise operations.
  - **f** Parking and other transportation programs to minimize traffic congestion in the area when passengers are embarking and disembarking.
- On Pier 35 and Seawall Lot 314, promote active, publicly-oriented uses which are designed to provide a fitting gateway to Fisherman's Wharf.
- Maintain Bay Street as a major view corridor.
- The issue of preserving the Piers 31, 33, and 35 pierhead building facades, in the context of the basic integrity of the series of pierhead and bulkhead buildings along The Embarcadero, should be addressed in the comprehensive urban design and historic preservation guidelines which will be prepared for the Port, as recommended in this Plan.
- Promote excursion boats, water taxi, historic and ceremonial ship berthing and other maritime activities.
- ~~Permit warehousing on Pier 33 as an interim use~~.
- Permit a broad range of interim uses (including warehousing) on Pier 31 because it is most likely to continue to operate as a support facility rather than as a primary location for major maritime or non-maritime activities.

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Broadway Pier Mixed-Use Opportunity Area

The Broadway Pier Mixed-Use Opportunity Area includes Pier 9, Seawall Lots 321, 322-I, 323, and 324. The seawall lots, which are currently used for surface parking, are among the most valuable of all the Port's real estate assets because of their prime location adjacent to downtown, the Pier 7 public access and fishing pier, and the Golden Gateway mixed-use residential neighborhood. These parcels have high near-term revenue-generating potential for the Port, and optimizing revenue should be a strong consideration in their development.

The neighboring mix of residential, office and small-scale retail activities suggests a broad range of use opportunities for the seawall lots in this Opportunity Area. In addition, Pier 7 provides a tremendous public open space amenity and focal point which will further enhance the character of new development.

With the demolition of the Embarcadero Freeway along Broadway, waterside activities can be visually and physically integrated with the Golden Gateway neighborhood. For example, Pier 9 is a desirable location for a sailing center where boating services, boat rentals, transient boat berthing (including berths for large yachts), and sailing events could take place on the south side of the pier in full view of onlookers strolling along The Embarcadero and Pier 7. A sailing center would complement the San Francisco Bar Pilots Association operations headquartered on the eastern portion of the pier. Expansion of public-oriented waterside activities will also create a more desirable setting for new commercial uses (including a hotel) or residential development on adjacent inland property, particularly Seawall Lots 323 and 324. These parcels are pivotal sites for weaving the waterfront into the broader City context.

To a large extent, development of Seawall Lot 321 likely will depend on the future of the Pier 15-17 cargo warehouse, a Transitional Maritime Area located immediately across The Embarcadero. Like Seawall Lots 323 and 324, Seawall Lot 321 is a key site for infill commercial and residential development which would extend City life out to The Embarcadero.

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The seawall lots in this Opportunity Area are included in the Northeast Waterfront Historic District. The design of new development ~~therefore~~ must respect and enhance the historic and architectural character of adjacent development.

Development Standards (cont.)

Broadway Pier Mixed-Use Opportunity Area

- Design new developments to focus on and further enhance the Pier 7 public access and fishing pier.
- Design new seawall lot developments in a manner that respects the rich architecture in the Northeast Waterfront Historic District.
- Include design features in any new commercial or residential development on Seawall Lots 323 and 324 that highlight the intersection of Broadway and The Embarcadero ~~as an entrance~~ to Chinatown and North Beach, and as an orientation point along the waterfront.
- Encourage publicly-oriented recreation and entertainment activities on Pier 9 which are compatible with the San Francisco Bar Pilots Association administrative headquarters, water taxi operations, and berthing of pilot, tug and tow, and ferry and excursion boat vessels.
- Maintain and enhance views of the waterfront from Broadway.
- Design transportation access to seawall lot developments so as to minimize congestion on Broadway and The Embarcadero.

Pier 7 public access pier

Development Standards for Transitional Maritime Areas

Piers 15-17, 19-23, 27-29

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These piers are designated as Transitional Maritime Areas in recognition of the trend toward consolidating cargo operations in the southern waterfront. However, cargo-related operations at these facilities should be allowed to remain as long as the Port determines them to be economically and operationally viable.

In the event that these facilities are no longer required exclusively for maritime operations (See Chapter 3 discussion of Transitional Maritime Areas to determine whether they are surplus sites), reuse of the facilities should include a mix of maritime and commercial activities that respond to the goals stated for the Northeast Waterfront. Because these facilities extend 2,400 feet along The Embarcadero, new uses will heavily impact the overall character of the area. This influence is particularly noteworthy for Piers 15-17, which face four of the Port's vacant seawall lots.

Piers 27-29 and 15-17 provide key opportunities for publicly-oriented activities because of the large surface area of each facility. Either site could be a location for a public market or family-oriented entertainment facility, which could include educational and cultural themes that distinguish the attraction from others which are geared toward tourists.

Piers 27-29 also could provide a desirable site for a modern cruise terminal. The site is large enough to meet the operational requirements of a new terminal, and provide for other publicly-oriented commercial activities to maintain a lively presence in the area when ships are not in port.

Development Standards

Piers 15-17, 19-23, 27-29

- Operate Piers 15-17 as a cargo-support warehouse facility as long as necessary, unless it is possible to relocate this operation to alternate upland locations, or to maritime areas in the southern waterfront.
- Operate Piers 19-23 as a duty-free Foreign Trade Zone warehouse serving the Port's cargo shipping and cruise businesses as long as necessary, unless it is possible to relocate it to alternate upland sites, and/or consolidate some of this activity with the Port's cruise terminal operations.
- Continue tug and tow berthing and repair operations on Piers 15-17 or other piers in the Northeast Waterfront as long as possible and practical.
- Permit accessory, non-maritime commercial uses or community facilities in pierhead, bulkhead or incidental buildings fronting on the east side of The Embarcadero, if the space is not needed for maritime-related operations.

Development Standards (cont.)

CONTINUED

- If the Transitional Maritime Areas are no longer necessary for cargo shipping related uses, pursue a mix of activities that achieve the following:
  - a Provide publicly-oriented commercial recreation uses such as family- oriented entertainment, incorporating cultural, educational or other themes that appeal particularly to residents of the City and the Bay Area.
  - b Include commercial and recreation maritime activities such as historic ships, excursion boats, or cruise operations as an integral part of the mix of uses, to the maximum feasible extent.
  - c Arrange and design uses on the piers to maximize public appreciation and enjoyment of the waterfront setting by offering new viewing opportunities, promoting waterborne transportation services, and including an integrated public access program.
  - d Provide varied public access improvements such as a PortWalk which organizes circulation on the pier, provides access along the pier perimeter to the maximum possible extent, incorporates plazas in which people can congregate, and includes landscaping and other treatments which enhance the aesthetic quality of public access features.
- Plan new uses on the piers to relate to new development on adjacent seawall lots. ~~If feasible, develop urban design guidelines for the entire area, including Piers 9, 15-17, 19-23, 27-29, and Seawall Lots 321, 323, 324, prior to pursuing individual development projects~~.
- Ensure that the exterior architectural and design aspects of new pier activities are sensitive to and enhance the rich historic industrial maritime character embodied in significant Port structures along The Embarcadero and the adjacent Northeast Waterfront Historic District.
- Promote public transit as a primary mode of transportation and maximize the efficient use of new and existing parking facilities.

Development Standards for Other Existing or New Open Spaces and Public Access

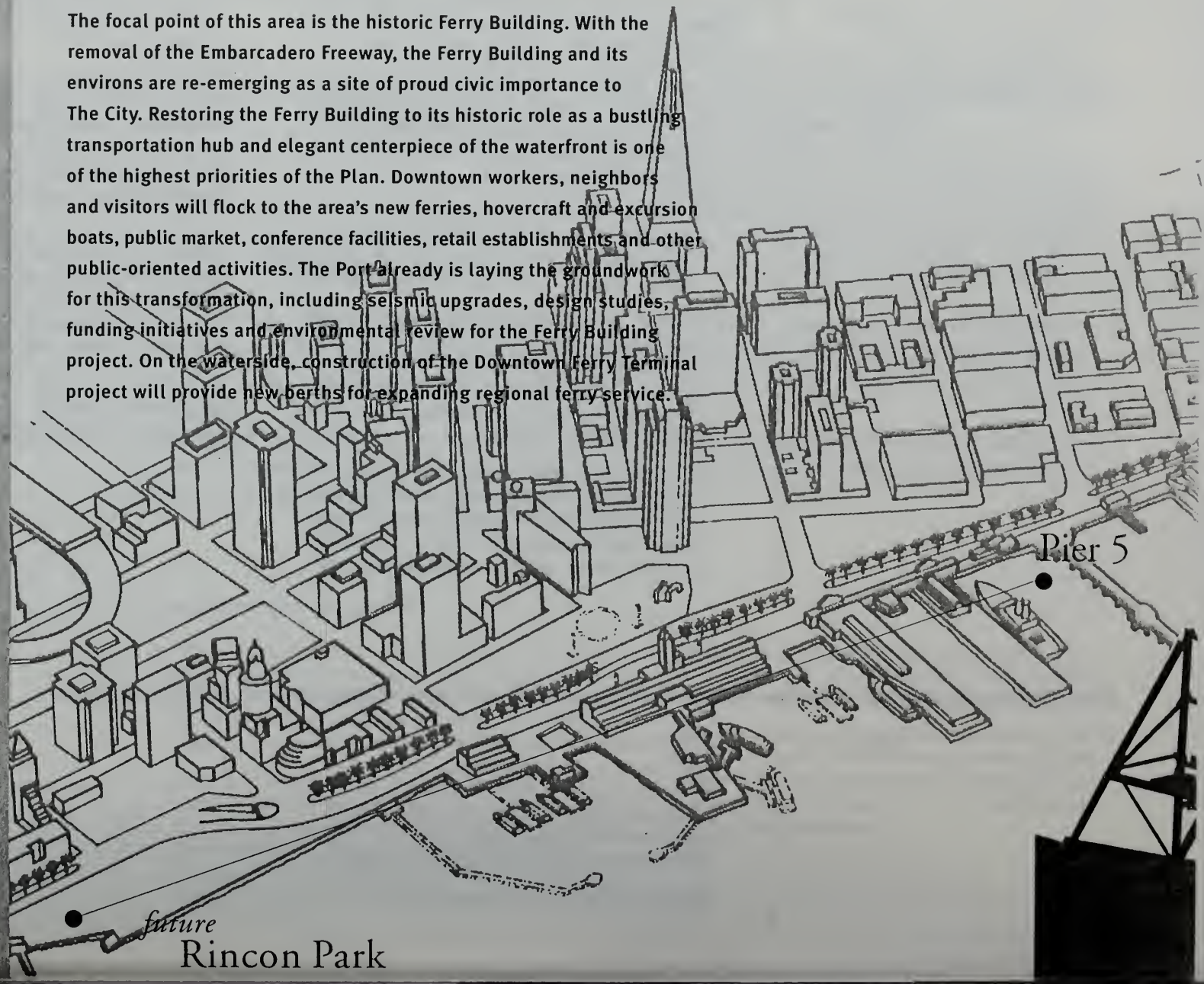
Pier 7

- Provide improvements, such as public information kiosks, nearby public restrooms, and sales of refreshments from a limited number of pushcarts, to increase public use and enjoyment of this unique waterfront open space resource, while maintaining an orderly, uncluttered appearance.
- Improve regular maintenance of Pier 7.

The Ferry Building Waterfront extends from the Pier 5 bulkhead building to the site of the future Rincon Park near Pier 22.

The Ferry Building Waterfront

The focal point of this area is the historic Ferry Building. With the removal of the Embarcadero Freeway, the Ferry Building and its environs are re-emerging as a site of proud civic importance to The City. Restoring the Ferry Building to its historic role as a bustling transportation hub and elegant centerpiece of the waterfront is one of the highest priorities of the Plan. Downtown workers, neighbors and visitors will flock to the area's new ferries, hovercraft and excursion boats, public market, conference facilities, retail establishments and other public-oriented activities. The Port already is laying the groundwork for this transformation, including seismic upgrades, design studies, funding initiatives and environmental review for the Ferry Building project. On the waterside, construction of the Downtown Ferry Terminal project will provide new berths for expanding regional ferry service.



Objectives for the Ferry Building Waterfront

Preserve and restore historic structures on the Ferry Building Waterfront, both to recall the area's historic use and to accommodate new uses.

The Ferry Building area offers a prime opportunity for preserving the historic context of the waterfront, while also providing for new and revitalized activities along the shore. The Ferry Building is a City landmark that also is listed on the National Register of Historic Places. Originally named the Union Depot and Ferry House, this stately structure, with its clock tower situated at the terminus of the Market Street corridor, marks an historic entry and departure point for the City. Although once a bustling ferry terminal, the building currently is used mostly for offices, including the Port's administrative headquarters, as well as many businesses active in international trade.

In spite of the fact that the Ferry Building is the centerpiece of the waterfront and a key orientation point for the downtown, it currently lacks the sense of place and purpose that should be accorded a building of such historic importance. In the late 1950s and early 1960s, both the north and south wings of the building were altered. These "modernization" efforts, widely considered an affront to a once grand example of Neo-Classical Beaux Arts architecture, included reconfiguration of the building's ground floor uses in such a way as to confound, if not actually discourage, the public from entering or walking around the building. The impact of these significant modifications became more evident to the general public after the Embarcadero Freeway was demolished in 1992.

The Ferry Building Waterfront also hosts other significant architectural structures. To the south of the Ferry Building, the former U.S. Agriculture Building is used for offices. The Agriculture Building is a modified palazzo building with Renaissance ornamentation and, like the Ferry Building, is listed on the National Register of Historic Places. Originally the Agriculture Building contained a public lobby with offices above. The interior of the building has been modified by numerous tenants and little remains today of the original elements or materials, except for the staircase at the Embarcadero entrance.

The pierhead and bulkhead structures of Piers 1 through 5 are visually connected with the Ferry Building, adding to the strong architectural and historic character of this area. These structures, ~~which are highly rated by the Foundation for San Francisco's Architectural Heritage for their architectural and historic significance~~, were also previously cut off from the City by the Embarcadero Freeway. These buildings will become even more prominent as a result of the roadway and open space improvements planned for the area. ~~On the other hand, the removal of the Embarcadero Freeway also provides an opportunity to consider whether some part of any structures around the~~

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~~Ferry Building should be removed to open up views to the Bay. Preparation of the urban design guidelines called for in this Plan offer the opportunity to further consider the costs and benefits of such action.~~

The Embarcadero Freeway demolition has focused public attention on the Ferry Building Waterfront, recalling a time when the area served as the primary gateway to the City. The challenge today is to return these functions to the area and to introduce new activities and connections to the water, while also restoring the area's historic dignity and maritime character. The restoration and adaptive reuse of the Ferry Building and the surrounding buildings and piers are critical to the reunification of the City with its waterfront, and to reestablishing the Ferry Building's civic importance. The Ferry Building restoration should continue to be one of the highest priorities of the Port Commission.

Provide maritime facilities for ferry and excursion boats, recreational boats, historic ships, and ceremonial berthing.

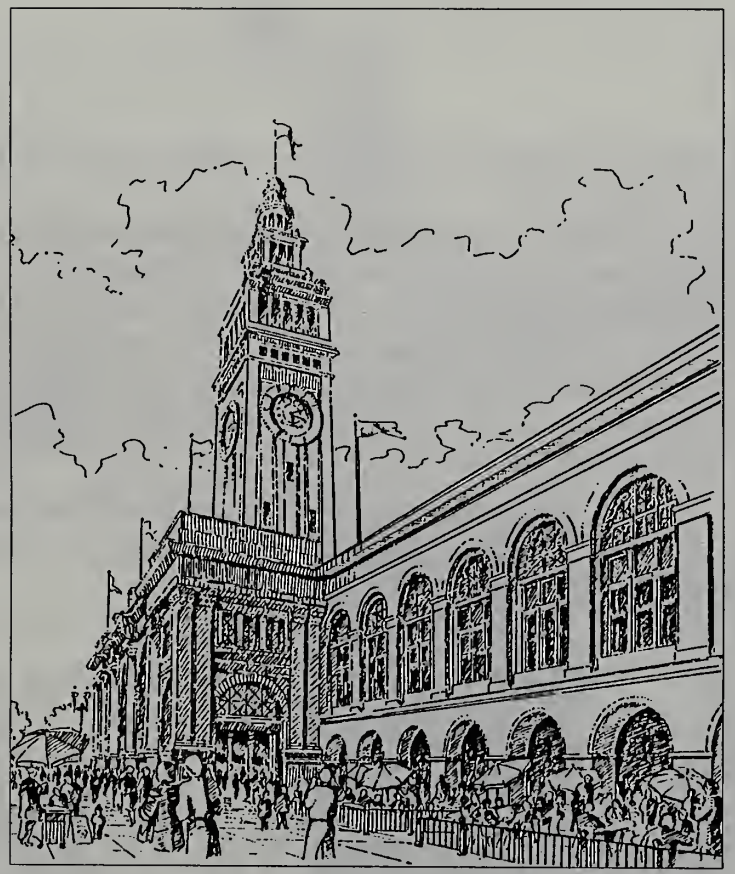
In the early 1980's, all the finger piers between the Ferry Building and Pier 22½ were removed and replaced with the Embarcadero Promenade, a public accessway that provides welcome relief from the urban congestion of downtown. Except for ferry operations at the Ferry Building, ferry and excursion boat opeations at Pier 1, and historic ship docking at Pier 3, maritime activities are no longer significant in this area. As an integral part of revitalizing the Ferry Building Waterfront, new maritime activities should be developed for the public to enjoy.

In particular, because of its close proximity to transit and downtown, this area is a prime location for: 1) expansion of ferry operations to meet the Metropolitan Transportation Commission's projections for increased ferry ridership in the Bay area; 2) excursion boat operations that require high visibility and close proximity to downtown; 3) historic ships and ceremonial ships to draw people to the waterfront; and 4) recreational boat moorings to permit boaters to stop and enjoy downtown San Francisco for the day. Additionally, this area offers a prime opportunity to accommodate new modes of waterborne transportation, including water taxis and airport hovercrafts, because of its proximity to the downtown commuter, business and tourist centers.

Provide a mix of uses that emphasizes the civic importance of the area, generates waterfront activity and serves San Franciscans and visitors alike.

The Ferry Building Waterfront abuts downtown San Francisco's diverse mix of urban activities. Although this downtown area is dominated by highrise buildings, the edge closest to the water is characterized by smaller scale commercial structures and large open spaces such as Justin Herman Plaza. The northern part of the area is adjacent to Golden Gateway, a waterfront neighborhood containing low to high-rise residential and commercial development. The southern part of the area is adjacent to the emerging Rincon Hill and Rincon Point mixed commercial and residential districts. In addition to the maritime activities discussed above, non-maritime land uses occurring on Port property include offices, restaurants, retail, parking, public access and a service station.

A vision for new activities at the Ferry Building



New open spaces and ancillary commercial developments have been proposed for the mostly non-Port properties immediately across The Embarcadero which were vacated through demolition of the Embarcadero Freeway.

Because of its central and very visible location, the diversity of adjacent uses, and the significant transportation and open space improvements planned or under way for the broader area, the Ferry Building Waterfront should host an exciting array of maritime, commercial, civic, open space, recreation and other waterfront activities. New uses should draw people into the Ferry Building, so that it becomes a more inviting, lively and interesting place to be—a destination in its own right. The area should provide both a place for downtown workers to enjoy lunchtime or after hours activities, as well as a destination for other San Franciscans and visitors who might not ordinarily come to the area during the course of their daily routine. New uses should generate activity during evenings and weekends to complement the weekday office uses in the adjacent downtown.

Extend the Port Walk through the area, providing more convenient, direct and aesthetically pleasing public access connections to open space areas and the Bay.

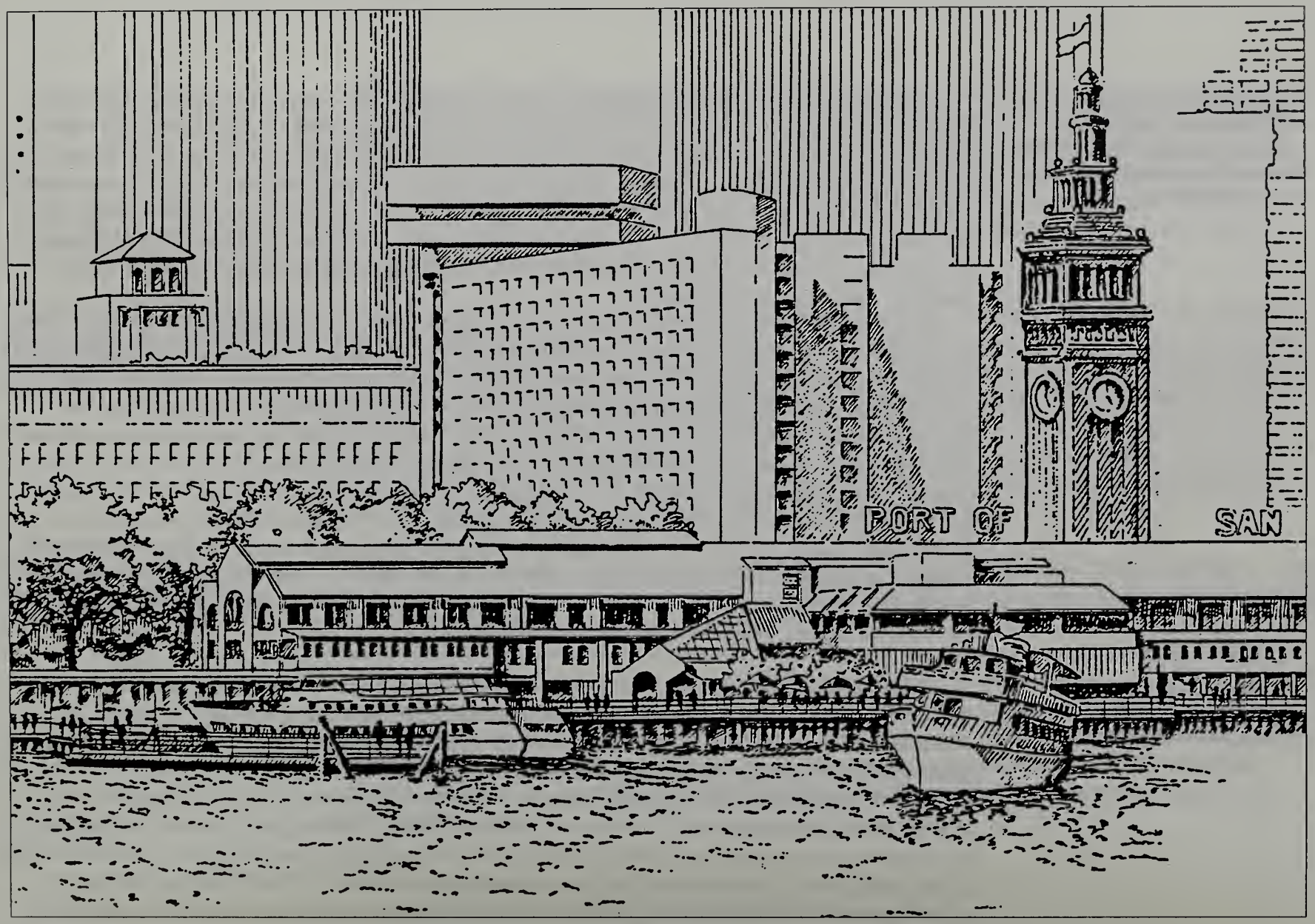
Currently, there are many public access opportunities in this area, including the Embarcadero Promenade, public access at Pier 3, the Ferry Plaza and Justin Herman Plaza. However, because most of these areas are not particularly well connected to the City and to each other, they are not well used. Ferry Plaza, located on the east side of the Ferry Building, provides a mix of activities to serve the public, including the Golden Gate Ferry Terminal, Gabbiano's Restaurant, public access on top of the Golden Gate Terminal and along the south and east sides of the Plaza, and open space in the center of the Plaza. Unfortunately, pedestrian flow between The Embarcadero and the Plaza is impeded by parking along the south side of the Ferry Building, and the only access through the Building itself is a dark, seven foot wide walkway in the middle of the south wing.

A similar problem exists at Pier ½ on the north side of the Ferry Building, where parking lies between The Embarcadero and the North Ferry Terminal. Because the public cannot walk along the Bay between the Ferry Plaza and Pier ½, ferry riders who go to the wrong terminal must return to The Embarcadero and walk around

the Ferry Building to reach their destination. The challenge in these areas is to find the proper balance between parking and circulation, public access and open space.

~~Studies are under way for open space improvements in front of the Ferry Building to extend the open space system on the other side of The Embarcadero, in Justin Herman Plaza and the area under the former Clay/Washington Street freeway ramps. The goal is to~~ create a grand civic open space that relates to the newly visible Ferry Building and waterfront, which would establish a dramatic element along the PortWalk. New development and improvements along the Ferry Building Waterfront should therefore seek to further enhance the PortWalk, connecting with existing open space areas, as well as to new open space at Rincon Park, and new pedestrian improvements that are part of the Waterfront Transportation Projects.

The public enjoying the Embarcadero Promenade



Plans for expanded ferry operations at the Ferry Building

Restore the Ferry Building Waterfront as a major transit center by improving transit access and transfers among water and land transportation modes.

The 1989 Loma Prieta earthquake triggered a dramatic increase in the demand for ferry service to and from downtown San Francisco. Last year, commuter and recreational passengers made 2.8 million ferry trips, and this number is expected to grow to over 4 million during the next decade (See Appendix A for more information on ferries). New modes of waterborne transportation, including airport hovercrafts and water taxis are being explored. These trends indicate the need to provide more facilities and services to accommodate waterborne travelers. The Ferry Building Waterfront clearly is the best place to meet this need, a conclusion supported by the Metropolitan Transportation Commission's Regional Ferry Plan, which encourages coordination of ferry schedules to allow inter-ferry transfers at the Ferry Building.

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Further increases in ferry ridership also are likely to result from the conversion of Treasure Island from military to civilian use. ~~Although reuse plans for Treasure Island are in their infancy~~, any major new uses will require creative means of transporting people to the island because of the Bay Bridge's limited capacity to handle more traffic flow.

In combination with nearby BART and MUNI service, the Waterfront Transportation Projects also will emphasize the important role this area plays in moving people in and out of the City, and up and down the waterfront. Redevelopment of the Ferry Building and environs should maximize convenience of connections between landside and waterside transportation modes. The Port should promote a direct, continuous transit line between the northern and southern waterfront and, in particular, between the F-Line and the MUNI Metro extension when funding permits. Direct, continuous transit lines along The Embarcadero that do not require transfers will encourage the public to use transit rather than private cars. On the waterside, ferries and water taxis should connect the Ferry Building with other waterfront locations, including Fisherman's Wharf, ~~Mission Bay~~, Candlestick Park, regional airports, Treasure Island and other locations.

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Provide efficiently planned parking and loading facilities to serve new activities in the area.

The expansion of ferry operations and the provision of new means of waterborne transportation, combined with increasing roadway congestion will, over time, divert automobile drivers to other modes of transit. Nevertheless, maintaining parking in the area is a key concern for Port tenants, and has presented a stumbling block to past efforts to redevelop the Ferry and Agriculture Buildings.

Since the earthquake and demolition of the Embarcadero Freeway, the amount of off-street parking in the area has been significantly reduced. The economic viability of the Ferry Building and Agriculture Building renovations depends, at a minimum, on limited amounts of short-term parking for tenants and visitors, automobile drop off and pickup areas to serve the transportation and commercial functions of the Ferry Building, loading and unloading areas to serve potential retail functions in the buildings, and transportation staging areas. Loss of parking and loading areas may limit the Port's ability to successfully redevelop the Ferry and Agriculture Buildings, accommodate certain desirable uses like a public market or excursion boats, or successfully develop other properties in the area like Piers 1 and 3.

Currently Pier 1 is used for parking on an interim basis. However, to facilitate the rejuvenation of the area, it may be beneficial to allow this parking to remain over a longer period of time. Although other parking solutions should be examined, permitting some parking in Pier 1 may prove to be the most practical, effective and aesthetic way to address the parking needs in the area since the Pier building encloses and screens vehicles from view.

The projected loss of waterfront parking and the need to replace it to serve existing and future Port activities requires a creative solution to rationalize parking in the broader area. This should be an objective of the mid-Embarcadero roadway design process currently underway.

Physically and visually integrate the Ferry Building and environs with their spectacular City and Bay settings.

After the Embarcadero Freeway was built, little attention was paid to ensuring that the design of facilities on each side of The Embarcadero were physically or visually connected. In fact, landside improvements were designed to face away from the waterfront to buffer against freeway noise and traffic. At the same time, the public paid little attention to the waterfront facilities because they were not seen from the other side of The Embarcadero. Now that the Freeway is gone, special consideration should be given to urban design features that are in keeping with and enhance the historic maritime character and architectural value of the waterfront facilities, and that reconnect the Ferry Building area to the City and the Bay. Public views from, through, and around the Ferry Building should provide new opportunities to observe maritime activities and the Bay.

Pursue a mix of public and private resources to achieve an appropriate quality and mix of uses.

In general, San Francisco's downtown is an active, mixed-use environment that hosts a range of activities and services for downtown employees and residents. Yet for the most part, Port properties in the area have not enhanced or benefitted from this setting. Demolition of the Embarcadero Freeway and construction of the planned roadway improvements have stimulated public and private sector interest in restoration of this area. The Ferry Building area therefore offers perhaps the best opportunity on the waterfront for a successful public and private partnership to provide new public amenities, jobs and other benefits to the Port, the City and the region. The high costs of historic renovation will require a creative financing approach if the Ferry Building and environs are to offer a large public component that will attract people to the waterfront. In the Ferry Building itself, there should be a mix of public and commercial uses to ensure the market and financial feasibility of this critical renovation project.

The Ferry Building Waterfront Acceptable Land Use Table (1, 2, 3)

Key

A = Acceptable Use
~~E = Existing Acceptable Use [4]~~
E/I = Existing Use/May Continue As Interim Use
X = Accessory Use
~~E/X = Existing Accessory Use~~

	Maritime Uses (5)											**Open Spaces/Public Access**		**Residential Uses**	**Commercial Uses**										**Other Uses**					
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services
Seawall Lot 351												A		A		A	A			E	A	A	A				A				
Pier 5 Pierhead / Bulkhead			E	A	A	A											E		A		A	A	A				A				
Pier 3			E	E	E	A		A		E	A	A	E		A	A			A	E/X	A	A	A	E		A	A				A
Pier 1½ Pierhead / Bulkhead					E	E									A	A	E		A		A	A	A	E			A				
Pier 1			E	A	E	A		A		E	A	A	A		A	A	E		A	E	E	A	A	E		A	A				A
Pier ½			E								A	E	E			A	A			E	A		A								A
Ferry Building			E	A	E			A		A	A		A		E	E	E		A	E/X	E	A	A			A	A				E
Pier 2 and Ferry Plaza			E								A	E	E			E				E/X	E		A								A
Agriculture Building			A	A	E			A		A	A				E	A	E		A	E/X	A	A	A			A	A				A
Promenade								A				E	E																		
Future Rincon Park, Seawall Lots 327, 348								A			A	A	A							X	A										
Steuart Street, Seawall Lots 347N, 347S												E					A			A	A										E

Table Notes

1 This table focuses primarily on acceptable long-term uses for the sites described. The Draft Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.

2 Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.

3 Definitions of land uses are included in Appendix C, Glossary of Terms.

~~4 An "E" indicates that the use already occurs on site and is an acceptable long-term use. The amount of space devoted to this use on each site may be expanded or contracted, if consistent with the land use objectives for the area.~~

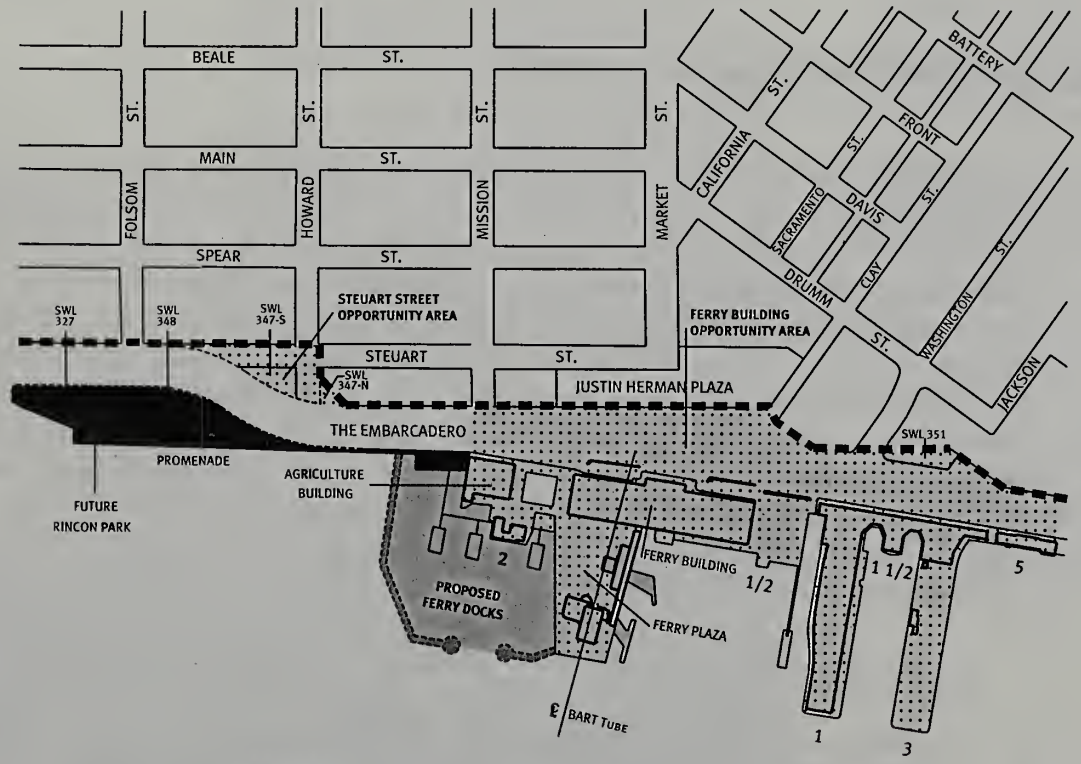
5 The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.

6 Unless otherwise indicated, an "E" for General Office on pile supported structures reflects existing general offices in pierhead or bulkhead buildings, which are acceptable long-term uses. An "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.

THE FERRY BUILDING WATERFRONT SUBAREA

(←) See South Beach/ China Basin Waterfrant Subarea Map an page 127A

(→) See Northeast Waterfront Subarea Map an page 97



Legend

- Waterfront Mixed Use Opportunity Areas [a]
- Other Maritime Areas
- Other Public Access & Open Space Areas

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.

Map Notes

1 Facilities located along the marginal wharf between piers north of the Ferry Building are generally described by the number of the pier on the left followed by "½", e.g. Pier 1½ is located between Pier 1 & Pier 3.

2 Embarcadero roadway and rail improvements are under design within this area; the final alignment is not known at this time.

3 When the Waterfront (Embarcadero) Transportation Projects are completed, portions of certain streets abutting the Embarcadero will be vacated and included in adjacent seawall lots which are designated for potential new development.

▬ ▬ ▬ Waterfront Plan Project Area Boundary

SWL Seawall Lot

4 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.

NORTH

0 175 350 700

Development Standards for Mixed Use Opportunity Areas

Ferry Building Mixed Use Opportunity Area

The Ferry Building Mixed Use Opportunity Area extends from Pier 5 to the Agriculture Building and includes Seawall Lot 351, the Pier 5 pier/bulkhead building, Piers ½, 1, 1½ and 3, the Ferry Building, the Agriculture Building, and Ferry Plaza. The Opportunity Area also includes the area in front of the Ferry Building, which currently is the subject of a planning effort for a new plaza. The Ferry Building, the focal point of the Opportunity Area, survived both the 1906 and 1989 earthquakes, but sustained damage in the 1989 earthquake. Seismic repairs and upgrades costing more than $4.5 million are currently under way, funded by the Federal Emergency Management Agency (FEMA). Furthermore, the Port has secured approximately $2.0 million to date in federal and state grants to complete conceptual design, feasibility studies and environmental review, and to begin final design on renovation of the building. The Port also has secured $10.1 million for design and construction of ferry landing facilities. Because the conceptual design of this important project already is under way, many development standards are provided herein to reflect public concerns regarding the role the Ferry Building area should play in the revitalization of the waterfront.

Development Standards

Ferry Building Mixed Use Opportunity Area

- Carefully locate any recreational boating activities to avoid navigation and operational conflicts with waterborne transportation.
- Promote activities in and around Piers 1 and 3 which enhance, complement and benefit from the existing uses in the area and the transportation-related functions planned for the Ferry Building.
- Consider reuse plans for Treasure Island, if available, and related transit needs in the development of the Ferry Building area.
- Carefully design freight service areas for new uses so that they are compatible with the transportation network.
- Maximize efficient use of new and existing parking to serve existing businesses, further promote public use of the Ferry and Agriculture Buildings, and stimulate reuse of Piers 1 and 3.
- Any pier parking should be hidden from view, perhaps in or behind structures, and should not interfere with access to or enjoyment of the waterfront.
- Encourage cafes along The Embarcadero to take advantage of afternoon sun on the north side of The Embarcadero.
- Consider reconfiguring existing deck areas north and south of the Ferry Building to allow restaurant patrons, pedestrians and passersby to view maritime activities and the Bay.

Development Standards (cont.)

CONTINUED

- The design of new development should respect the character of the Ferry Building, the mid-Embarcadero open space improvements, and the Golden Gateway project.
- The design of new development should minimize the perceived barrier of The Embarcadero and encourage a pleasant pedestrian connection between the City and the waterfront.
- ~~Determine whether to preserve the Piers 1, 1½, 3 and 5 pierhead and/or bulkhead buildings, or to remove one or all of them and/or the small building north of Pier 3 to improve visual and physical access~~ to the waterfront.

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- Extend a waterside PortWalk from Pier 1 to the Promenade, where it would not interfere with ferry and excursion operations.
- Provide new uses near Pier 7 to further activate Pier 7 and take advantage of its prominence.
- Design and locate the mid-Embarcadero open space to reflect and enhance the grandeur of the Ferry Building as a focal point, and reconnect The Embarcadero with the Market Street corridor.
- If feasible, design the mid-Embarcadero open space improvements to allow for future undergrounding of The Embarcadero in front of the Ferry Building, if funding becomes available.
- Explore the possibility of obtaining economic value from Seawall Lot 351 by combining it with the adjacent Golden Gateway residential site to provide expanded opportunities for mixed residential and commercial development.

Ferry Building

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- Restore the exterior Embarcadero facade of the Ferry Building, using building materials that maintain and/or restore the historic character and architectural integrity of the structure.
- Restore the historic grand, sky lighted gallery on the second level as the principal public space, to the extent possible.
- Encourage exhibition space in the building for historic or civic displays, such as the California Relief Map, or exhibits about Port history, the Ferry Building or San Francisco.
- Create a central, public foyer in the building which provides dramatic views and connections to the Bay and the ferries.
- Give preference to public uses on the first floor.
- Make activities available at different price levels to encourage full use and enjoyment by all segments of the public.
- Provide protection from inclement weather for ferry riders.
- Provide a water taxi stop where feasible.

Development Standards (cont.)

CONTINUED

- If possible, uses in the building, including offices, should relate to a unique thematic concept such as maritime activities, world trade and diplomacy, transportation and travel, or San Francisco and California cultural, business or artistic activities, or some combination thereof.
- Incorporate accessory retail uses to meet the needs of downtown workers, ferry riders and visitors, such as ticket offices, cash machines, travel offices, other personal services, and recreational equipment vendors.
- Allow theme retail and festival uses such as public and fish markets, as well as restaurants and other eating and drinking establishments.
- Avoid conventional shopping center or tourist-oriented retail uses.
- Consider moving the Port's offices to make room for revenue-generating uses on the upper floors of the Ferry Building, if this helps support the costs of renovation.
- Consider adding a fourth floor to the Bay side of the building, consistent with earlier historic design guidelines, if necessary to increase revenue to support the expense of historic renovation.
- Determine the feasibility of opening the tower for paid public tours.
- Encourage public donations to help finance components of the Ferry Building restoration.

Steuart Street Mixed Use Opportunity Area

The Steuart Street Mixed Use Opportunity Area is comprised of Seawall Lots 347N and 347S on either side of Howard Street, and the portion of Steuart Street southeast of Howard Street, which will be closed as soon as The Embarcadero is rerouted around the site of the planned Rincon Park. This site will be separated from the Bay by the future Rincon Park and The Embarcadero and offers an excellent opportunity for revenue-generating commercial uses, the primary land uses in the area.

Development Standards

Steuart Street Mixed Use Opportunity Area

- Future use of the site should relate to adjacent development along Steuart Street as well as to Rincon Park. Under current discussion with the Redevelopment Agency is the use of the site as open space related to proposed office development of the Caltrans right-of-way south of Steuart Street. Absent the proposed development on the Caltrans property, encourage revenue generating commercial uses on this site.
- Design new development on the site so that it does not block view corridors down Steuart Street.

Development Standards for Other Existing or New Open Spaces and Public Access

Rincon Park

~~When funding becomes available~~, Rincon Park will become a new City park in the burgeoning South of Market waterfront area, with breathtaking views of the Bay Bridge and Treasure Island. The park will be created by realigning The Embarcadero onto Steuart Street between Howard and Harrison Streets as part of the Waterfront Transportation Projects.

The park site, which will be made up of portions of Seawall Lots 327 and 348, former Beltline Railroad right-of-way and former Folsom Street and Embarcadero right-of-way, is located within the Rincon Point-South Beach Redevelopment Project Area, and comprises ~~over 4½~~ acres of Port property.

The Rincon Point-South Beach Redevelopment Plan, approved by the Board of Supervisors in 1980, expressly permits a restaurant at Rincon Park. The exact location and type of restaurant have yet to be determined, but the restaurant ~~is expected~~ to be compatible with its waterfront location. The restaurant will provide commercial activity and food service in the park. These activities will generate ground lease rental revenues to partially compensate the Port for the costs associated with conversion of this propertyinto a public park.

Development Standards

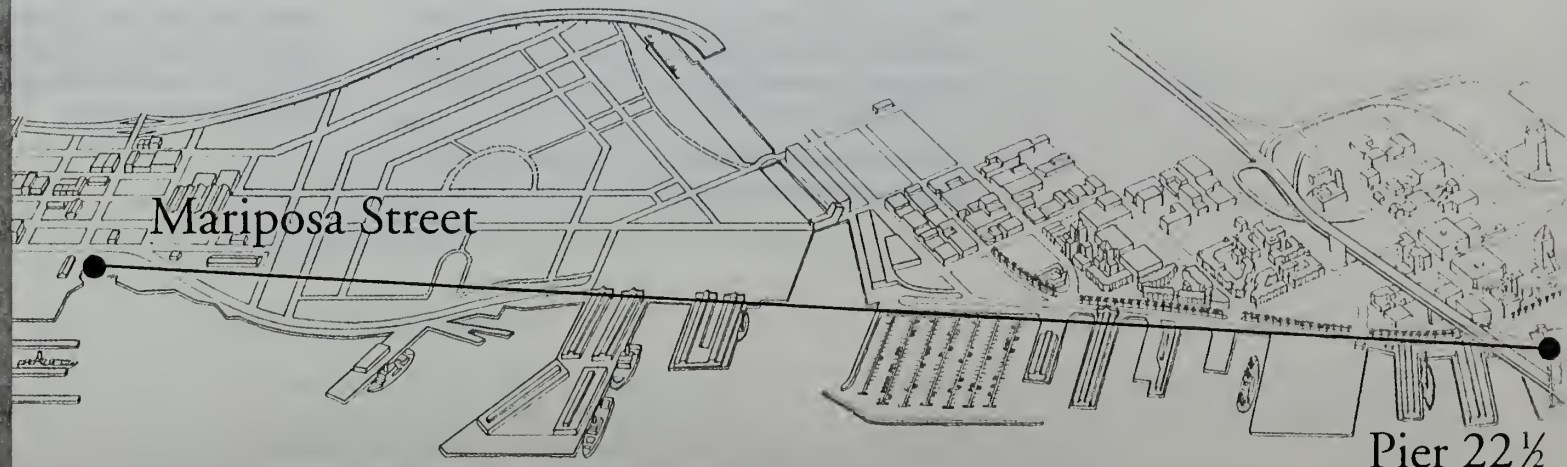
Rincon Park

- While a restaurant is the preferred primary retail use for the site, consider other retail opportunities that may generate financial support for the park and other Port activities.
- Design the park to appeal both to residents and downtown office employees.
- Design the park and restaurant to relate to their waterfront location, enhance the existing Promenade and Ferry Building area, and provide views of the Bay Bridge.

The South Beach/China Basin Waterfront extends from Pier 22½ to Mariposa Street.

South Beach / China Basin Waterfront

Vibrant mixed-use residential and commercial neighborhoods now dominate and represent the future of this former industrial district. New light rail and open space improvements will link the area to other parts of the City. The Plan promotes a broad range of public-oriented activities on piers which will enliven the waterfront and attract visitors from Downtown and the rest of the City, while also serving the area's burgeoning resident population. A small-scale example is the Port's public boat launch and cafe project now under way at Pier 52. New activities on inland sites should incorporate local-serving businesses or amenities to help provide a transition, where necessary, between larger-scale waterside attractions and residential neighborhoods.



Objectives For The South Beach/China Basin Waterfront

Preserve and rationalize existing industrial maritime activities in the area.

Historically, the South Beach/China Basin Waterfront was dominated by maritime and industrial uses and railroad terminals. At one time, break-bulk cargo was handled on 17 finger piers. The advent of containerized cargo shipping transformed the shipping industry, rendering break-bulk facilities on the finger piers obsolete for most maritime commerce. (See Appendix A.)

Most of the pier facilities have deteriorated over the past 20 years, and three piers (Piers 24, 34, and 64) have been condemned. However, several of the piers still host important industrial maritime activities: 1) Pier 22½ is occupied by Fire Engine Station #9, where the fireboats "Guardian" and "Phoenix" are docked; 2) Portions of Piers 26 and 38 are used by maritime support divers, underwater construction services and emergency spill cleaning services; ~~3) Pier 46B is the location of the Port maintenance operations, as well as berthing and service area for tug and tow vessels;~~ 4) Pier 48 is a cargo shipping warehouse and maintenance facility for ferry boats; 5) Pier 50 is a ship repair facility and cargo shipping warehouse for coffee; and 6) Pier 54 is a maritime support facility housing tug and tow services and seasonal fishing operations. In addition, portions of Pier 28 are temporarily used for fish handling operations and Pier 30-32 is a key temporary and layover berth facility.

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In spite of the general decline of industrial maritime industry in the area, these remaining operations continue to provide important services to maritime activities in San Francisco and the region. Since most of these maritime operations north of China Basin do not conflict with the emerging residential and commercial uses in South Beach and Rincon Hill, they should be retained. By consolidating these activities in a rational manner, however, and utilizing existing facilities more efficiently, these maritime operations will command greater prominence and provide visual points of interest that reflect the area's history.

South of China Basin, Piers 48, 50 and 54 will continue to function as maritime facilities. This is reflected in the Mission Bay Plan, which designates approximately six acres adjacent to Piers 48 and 50 as backland for cargo shipping or other maritime operations. The backland area also provides a buffer zone to separate the maritime activities from the open space, residential and commercial uses that will eventually be developed in Mission Bay.

Improvements in the South Beach area

Preserve and improve existing maritime uses that provide focal points for public enjoyment of commercial and recreation oriented maritime activities.

The South Beach/China Basin area currently includes two waterfront recreation areas. One is the South Beach Harbor at Pier 40, a 700 berth marina for recreational boaters built in 1986 by the San Francisco Redevelopment Agency. Construction of the marina, which required the demolition of former Piers 42, 44 and 46A, has stimulated the conversion of the broader area to a mixed-use residential neighborhood. The harbor is therefore vital to the neighborhood as well as to the regional boating community.

The other recreational area is the Port's shoreline property east of Terry Francois Boulevard (formerly China Basin Street) which was not included in the Mission Bay Plan. This stretch of land, extending south of Piers 48 and 50 to the San Francisco Boatworks at Mariposa Street, includes maritime support operations at Pier 54, a public boat launch adjacent to Pier 52, and Agua Vista Park towards its southern end. Most of the area (except Pier 54) is used by recreational boaters and water enthusiasts. Much of this boating activity is centered around the public boat launch near Pier 52, which also is the location for the Bay View and Mariposa boat clubs. In spite of high demand for low-cost access to the Bay, this boat launch is the only public launch in San Francisco, and is in a state of disrepair that has greatly limited its use. ~~The repair and enhancement of the existing public boat launch at Pier 52 and the creation of a new cafe and bait shop is expected to be complete in 1996.~~

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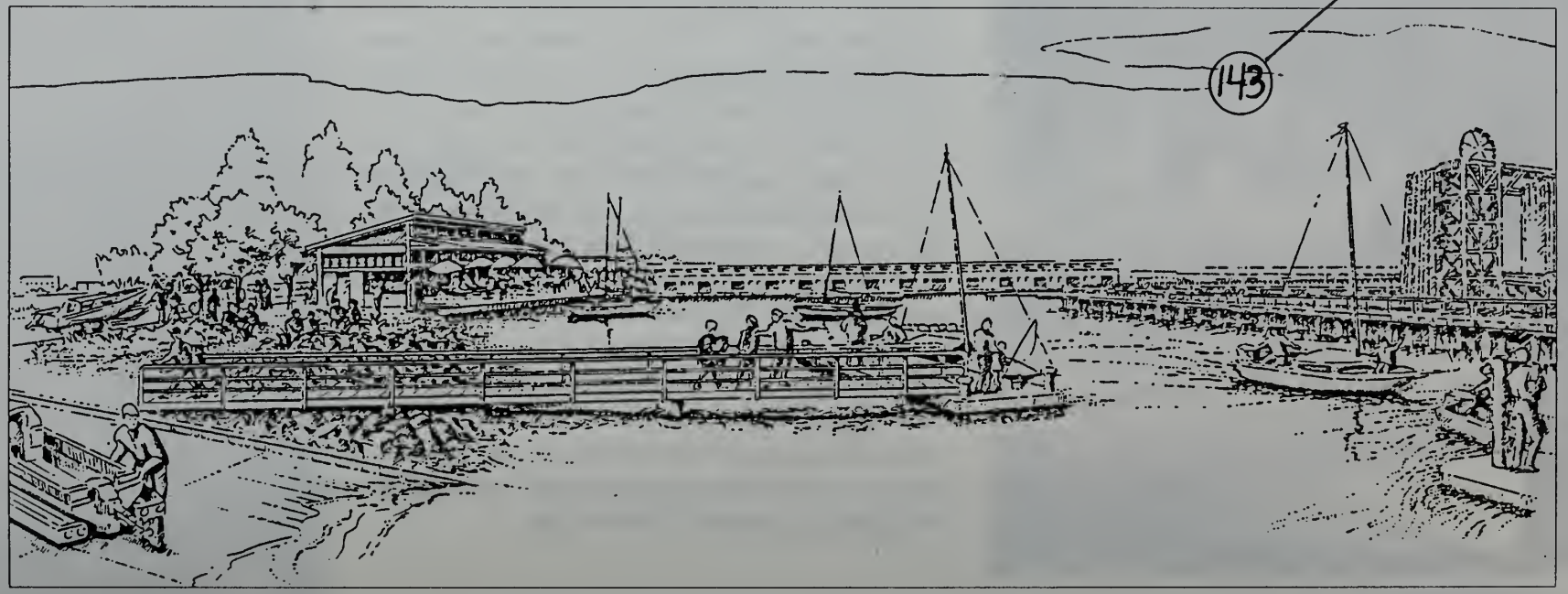

An initial design concept for Pier 52 public boat ramp

Promote activities and public access to make the waterfront inviting and safe, and improve the living environment of the new and emerging Rincon Hill, South Beach and Mission Bay neighborhoods.

Although the piers have changed little, the adjacent uplands (including two Port sites) are being dramatically transformed. Most visible is the development of the South Beach neighborhood by the San Francisco Redevelopment Agency. This redevelopment effort, which is nearing completion, will ultimately include 2500 residential units, with retail and commercial services, and 12 acres of open space in addition to South Beach Harbor. Three Port parcels included in this project area have been developed for affordable housing: Delancey Street developed a rehabilitation center on Seawall Lots 331 and 332, and Bridge Housing developed low and moderate income housing units (Steam Boat Point Apartments) on Seawall Lot 333.

In 1984, the Redevelopment Agency entered into a master lease with the Port of San Francisco to incorporate these Port seawall lots and Piers 40, 42, 44 and 46A into the redevelopment project. In addition, the Redevelopment Agency has an option to lease Seawall Lot 335 and part of Seawall Lot 336 to develop South Beach Park. Upon completion of these projects, the improved properties will revert back to Port control.

The redevelopment of South Beach has spurred additional residential and commercial development on privately owned parcels in the Rincon Hill area to the north. The renovated Hills Plaza office and residential complex and Portside condominiums are the newest improvements, both of which offer breathtaking views of the Bay and the Bay Bridge. The Portside developer also leases Seawall Lot 329, adjacent to the project, which will be landscaped and improved for outdoor cafe seating and a publicly-accessible open space.

The other major land use change adjacent to the Port is the proposed development of Mission Bay. Under an agreement between the City, the Port and Catellus Development Corporation, this 300+ acre site will be converted over 25 years to a new mixed-use waterfront neighborhood. The plans entail 8,500 residential units, retail and light industrial activities, a hotel and 67 acres of open space located south of China Basin Channel. Approximately 4 million square feet of new office space will be concentrated north of China Basin Channel, next to the existing China Basin office complex. Approximately 30 acres of Mission Bay's shoreline parks and open space will be located on Port property.

With the introduction of a significant new residential population in the South Beach/China Basin area, public attention is now focused on improving the piers and shoreline. Residents and employees in the area should be able to enjoy the benefits of living and working along the waterfront in an environment that is safe and inviting. The deteriorated condition of the piers and general lack of waterfront activity do not foster that feeling of security and, in fact, tend to create a physical and aesthetic barrier to public enjoyment. As piers are upgraded, new activities and accompanying public access improvements should welcome people to the waterside, and complement the developments occurring inland.

Take advantage of proximity to downtown San Francisco by providing attractions for the general public, while respecting the needs of adjacent residents.

Collectively, stunning views of the Bay Bridge, proximity to downtown, ~~and~~ emerging new residential and commercial neighborhoods provide a powerful catalyst for revitalization of the numerous waterfront facilities in this area. Waterfront revitalization will be further stimulated by the pedestrian, roadway and transit improvements under way as part of the Waterfront Transportation Projects. The MUNI Metro Extension will connect this area to downtown, and increase opportunities to extend public transit further into the southeast sector of the City.

~~In recent years, the Port has attempted two different mixed-use developments in this area. The Sailing Center Project, proposed for the Rincon Piers (Piers 24, 26 and Seawall Lot 328) included a 100 berth marina, a hotel, retail activities, public assembly facilities and significant public access areas designed for hosting international sailboat races and exhibitions. Unlike the South Beach Harbor which is a permanent docking facility for private vessels, the Sailing Center marina was proposed as a public arena for sailing events to attract throngs of spectators and water sport enthusiasts to the Bay. Design work for the project was under way when Proposition H was passed, banning hotels on piers. Without the hotel, the project had no means of financing the marina and was therefore abandoned.~~

~~The Scandinavia Center proposal for the Bryant Street Pier area (Pier 30-32 and Seawall Lot 330) included a new cruise terminal, a hotel and exhibition hall, specialty retail activities and extensively landscaped public access improvements. This project, which was revised to conform to Proposition H by relocating the hotel from the pier to the seawall lot, ultimately failed for lack of financing.~~

While these projects were not built, the proposals illustrate the attractiveness of this area for significant new mixed use projects which include exciting new maritime activities for the enjoyment of the City and region. However, the potential for new activities on Port property which have City-wide and regional appeal, must be balanced with the needs of the emerging resident population. Development of the seawall lots will play a key role in providing a transition zone between waterside attractions and neighborhood activities. The Port should maintain open communications with local residents and businesses to create development opportunities that also incorporate neighborhood serving features.

A vision for Piers 30-32 / Bryant Street Piers

Create an integrated series of public access improvements that extend a shoreline PortWalk through the area, and provide a unifying pedestrian connection between South Beach and Mission Bay at China Basin Channel.

New mixed use developments on Port property should include public access features that connect to and expand the system of pedestrian improvements and open spaces that are under construction or planned in the area. Once the Waterfront Transportation Projects are completed, and the Rincon Hill and South Beach neighborhoods become firmly established, extension of public access on the piers should follow. There are already many public access features in the area: the proposed Rincon Park to the north, the South Beach Harbor and public fishing pier at the mouth of China Basin Channel, the landmark Lefty O'Doul Bridge over the Channel at Third Street, and the planned Mission Bay shoreline parks and recreational boating activities south of the Channel. New mixed-use projects on the piers should provide a PortWalk that creates a meandering shoreline path, incorporating existing and new public access features. ~~Severely deteriorated or condemned piers such as Piers 34 should be removed. The resulting improvements in shoreline appearance will complete the transformation of the area to a new urban neighborhood.~~

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Establish high standards in the design of new development that give rise to a new architectural identity for the shoreline north of China Basin Channel.

The deteriorated state of many of the pier facilities in the area and the haphazard mix of building styles embodied in the remaining sheds give rise to new opportunities for an architectural identity to complement the South Beach neighborhood. While the Pier 26, 28 and 38 pierhead buildings have been recognized by the Foundation for San Francisco's Architectural Heritage as notable historic and architectural resources, there is a lack of architectural presence along the rest of the shoreline. Efforts should be made to adapt the pierhead buildings into new pier uses, if feasible and if recommended by the urban design and historic preservation guidelines that are recommended in this Plan, and to complement them with high quality design in new pier structures.

South Beach / China Basin Waterfront Acceptable Land Use Table (1, 2, 3)

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Table Notes

1 This table focuses primarily on acceptable long-term uses for the sites described. The Draft Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.

2 Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.

3 Definitions of land uses are included in Appendix C, Glossary of Terms.

4 ~~An "E" indicates that the use already occurs on site and is an acceptable long-term use. The amount of space devoted to this use on each site may be expanded or contracted, if consistent with the land use objectives for the area~~.

5 The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.

6 Unless otherwise indicated, an "E" for General Office on pile supported structures reflects existing general offices in pierhead or bulkhead buildings, which are acceptable long-term uses. An "E/I" indicates existing general office uses in structures on the pier deck, which are allowed as interim uses pursuant to the interim use policies in Chapter 3.

* Refer to discussion of the China Basin Mixed Use Opportunity Area in Chapter 4 for conditions for determining whether a ballpark is an acceptable land use.

** ~~These sites are included in the Mission Bay Plan, but will remain in Port ownership. the acceptable land uses for these sites reflect the uses permitted by the Mission Bay Plan~~.

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Key

A = Acceptable Use

~~E = Existing Acceptable Use [4]~~

E/I = Existing Use/May Continue As Interim Use

X = Accessory Use

~~E/X = Existing Accessory Use~~

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	Maritime Uses (5)											Open Spaces/Public Access		Residential Uses	Commercial Uses											Other Uses					
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office (6)	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services
Pier 22½												A	A						A		A						E				
Pier 24, 24½											A	A	A			A			A		A										
Pier 26, 26½, 28, 28½		E	E	A	E	E		A		E	A		A		A	A	E		A	X	E	A		E/X							
Seawall Lot 328																				E											
Pier 30-32, 34			A	A	A	A	A			E	A	A	A			A			A	E/X	E	A	A	E/I	A		E				
Seawall Lot 329												E	E								A										
Seawall Lot 330														A		A		A		A	A										
Pier 36			A		A	A					A		A		A				A	X				E/X							
Pier 38			A		A	E		A	E	E	A		A		A				A	X	A			E/X	A						
Seawall Lots 331, 332, 333														E						E	E						E				
Pier 40, 40½			E		E	E		E		E	A		E						A	E/X	E			E/I							
Seawall Lot 334					E	E						A					E			E											
Seawall Lots 335, 336, Caltrans (AB 3794)					A	E						A	A	A		A	E	A	A	A	A	A	A	E						A*	
Pier 46B			A	A	E	E				A	A	A	A		E	A			A	A	A	A		E				E/I		A*	
Pier 62						E						A	A															E			
Pier 48, 48½, 50	E		E		E	E			E	E			E								E							E/I			
Pier 50½, 52, Facility 265						E		E				A	E				E			X	A										
Pier 54	E	E	E		E	E					E		A																		
Pier 54½	E				A	E		E		E		A	A								A										
Pier 64												A	A																		
Pier 64½								E				E	E								E										
Facility 2012												A	E	E						E	E										
Seawall Lot 337 (backland to Piers 48 & 50)	E					E			E											E				E			E				
~~Seawall Lot 337~~ (wetlands)**												A																			
Portions of Seawall Lot 338 / 339**												A																			
Seawall Lot 345		E						E			A		E							E/X	E										

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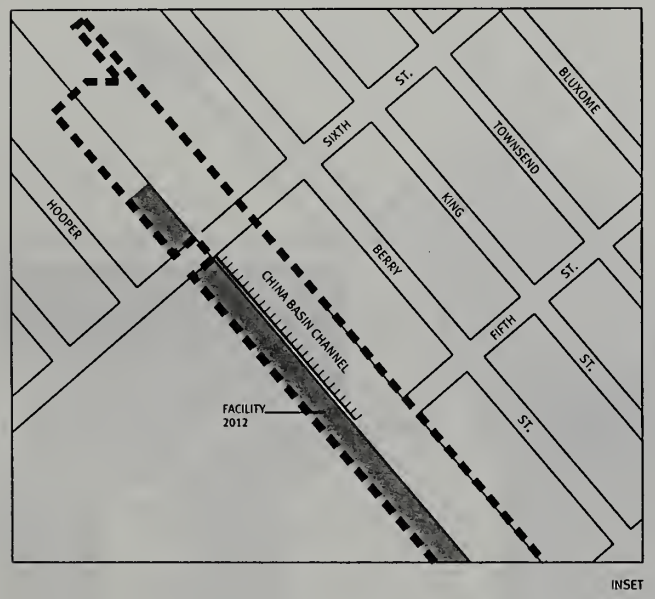
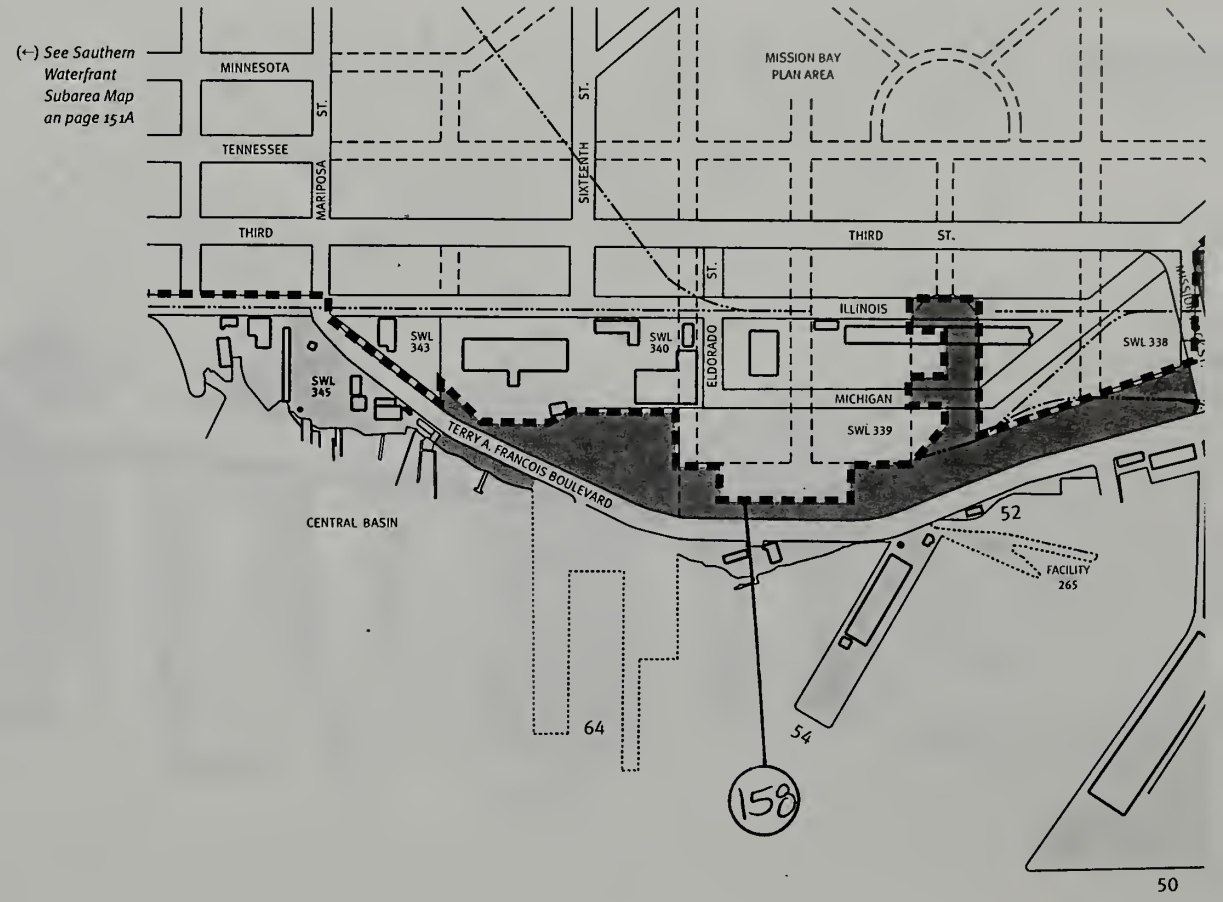
South Beach / China Basin Waterfront Subarea



INSET



Map Notes

1 Facilities located along the marginal wharf between piers south of the Ferry Building are generally described by the number of the pier on the right followed by "½". e.g. Pier 26½ is located between Pier 28 & Pier 26.

2 Portions of Port seawall lots between Mission Rock St. and Mariposa St. will be transferred to Catellus Development Corporation pursuant to the Mission Bay Development Agreement. These 'transfer' parcels are excluded from the Waterfront Plan Project Area Boundary. Other parcels that will be leased for approved uses in the Mission Bay Development Agreement, but not transferred to Catellus, have been included in the Waterfront Plan since the Port will maintain ownership of the sites.

(North of China Basin) San Francisco Municipal Railway (MUNI) Metro Extension: A surface extension of the MUNI Metro subway light rail from Market Street south along the Embarcadero and King Street to Sixth Street and beyond.

(South of China Basin) Freight Rail Line

Indicates condemned piers

Waterfront Plan Project Area Boundary

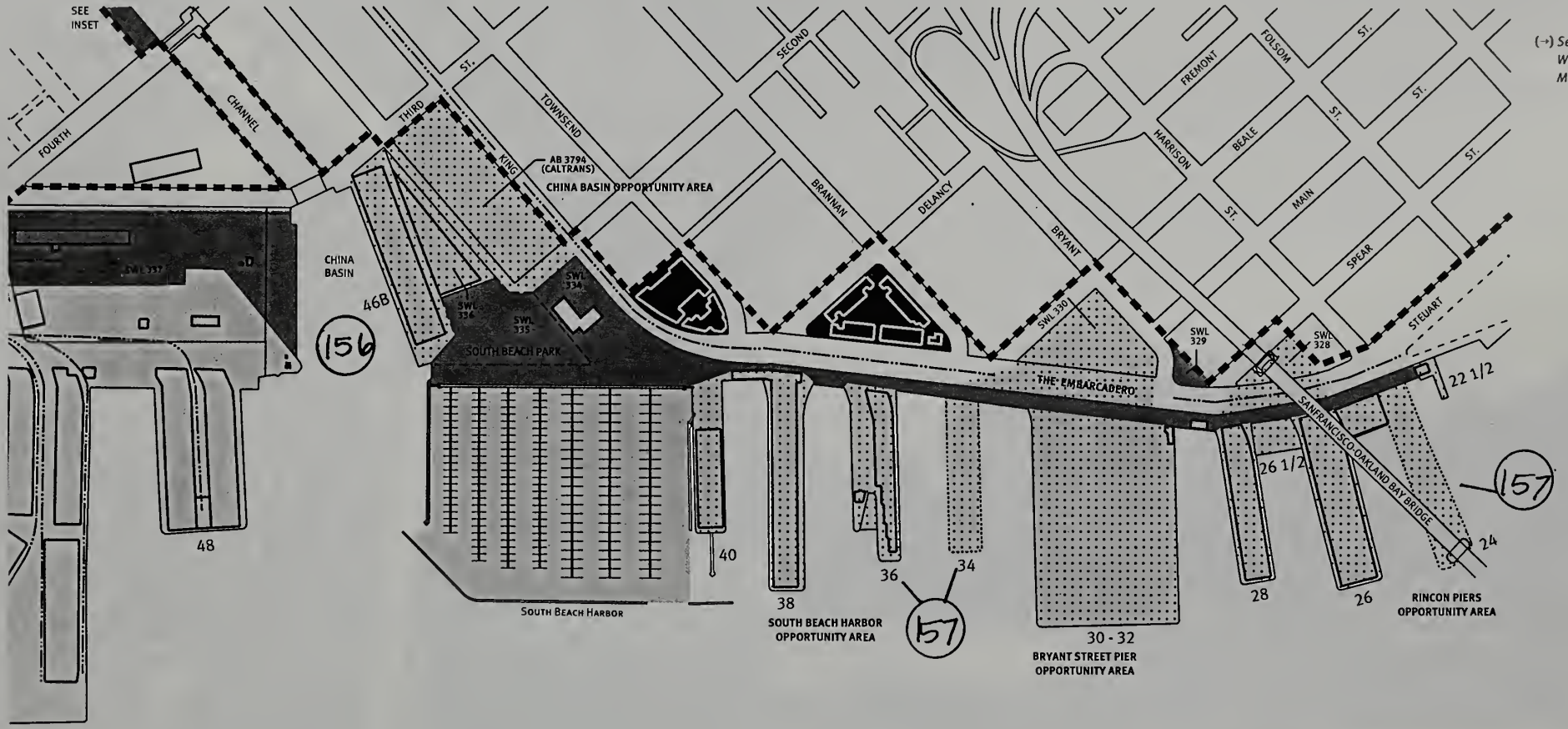
SWL Seawall Lot

3 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.

Legend

- Waterfront Mixed Use Opportunity Areas [a]
- Other Maritime Areas
- Other Public Access & Open Space Areas
- Existing (Long Term) Commercial/Residential Area

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.



(→) See Ferry Building Waterfrant Subarea Map on page 113

SAN FRANCISCO BAY

NORTH

0 175 350 700

Development Standards for Mixed Use Opportunity Areas

The Rincon Pier Mixed Use Opportunity Area

The Rincon Pier Mixed Use Opportunity Area includes Piers 22½, 24, 26, 28 and Seawall Lot 328. This cluster of sites is located under the Bay Bridge, between downtown San Francisco and the Rincon Hill and South Beach residential neighborhoods. Activities in this Opportunity Area will be enhanced by the proposed Rincon Park to the north. The Fireboats Phoenix and Guardian at Pier 22½ could become more of a focal point through careful attention to design. Piers 26 and 28 provide excellent opportunities for entertainment activities to serve the general public, nearby local residents and downtown employees, as well as recreation services (e.g. bike and skate rentals) to people enjoying the park and the Embarcadero Promenade. These piers could also house a fireboat museum which would complement the fireboat station. ~~Reuse opportunities should include Pier 24, which is currently condemned. The site will provide sweeping views of downtown from the edge of the future Rincon Park, which could be enjoyed if a portion of the pier were retained.~~

The potential for developing entertainment activities on these piers would be significantly enhanced ~~if a current proposal to build a sports arena two blocks inland at Rincon Hill is realized~~. The presence of such a facility would draw thousands of people to the area, especially during evenings, making the waterfront a natural location for dining and other nighttime attractions.

In spite of the potential reuse opportunities for these piers, a number of pending transportation and land use decisions have direct implications for their future reuse. As a result of the Loma Prieta earthquake, the network of freeway ramps that connected the Bay Bridge to the Embarcadero Freeway and City street system, known as the Terminal Separator, was demolished. The City's decision about how and where to replace the Terminal Separator will affect traffic flow in this vicinity, and the development potential of Piers 26 and 28. In addition, some of the ramp replacement alternatives could result in significant new land uses on property that was formerly occupied by the ramps. Until these City-wide planning issues are resolved, final decisions regarding the long-term reuse of Piers 26 and 28 should be delayed. In the meantime, interim uses for these two facilities should be encouraged to provide some near-term revenue for the Port, including continued maritime support uses to the maximum feasible extent. Recent public access improvements constructed as part of the Waterfront Transportation Projects would interfere with intensive maritime operations on the piers.

Development Standards (cont.)

The Rincon Pier Mixed Use Opportunity Area

- Allow entertainment and recreational activities on Piers 26 and 28 ~~and a part of Pier 24 (if feasible)~~ which activate the area and provide amenities for people frequenting Rincon Park and the Embarcadero Promenade. New developments should include significant waterside activities to extend a "working waterfront" south of the Ferry Building.
- Remove ~~all or part of~~ Pier 24 to improve shoreline appearance. Consider applying any fill credits which may arise from the total or partial removal of Pier 24 to other new waterfront development projects, keeping in mind that views of the water are an important objective of the Waterfront Land Use Plan.
- Preserve and renovate historic pierhead or bulkhead buildings on Piers 26 and 28, ~~if feasible, unless otherwise indicated in the comprehensive urban design and historic preservation guidelines which will be prepared for the Port~~.
- Maintain and highlight views of the Bay from Harrison Street.
- Project designs should incorporate noise reduction and insulation features to minimize traffic noise impacts from the Bay Bridge.
- Provide parking on Seawall Lot 328 to support new development on the piers.
- If a stadium or arena is developed in the Rincon Hill area, allow bus parking as an interim use in Piers 26 or 28.
- Allow general warehouse as an interim or accessory use in Piers 26 and 28.

The Bryant Street Pier Mixed Use Opportunity Area

The Bryant Street Pier Mixed Use Opportunity Area includes Piers 30-32 and 34 and Seawall Lot 330. The 13-acre pier and three-acre seawall lot together represent the Port's largest potential development site. Unlike many of the Port's piers, Pier 30-32 is supported by concrete piles and is in good structural condition. ~~In contrast, adjacent Pier 34 is condemned and should be removed as part of new development on Pier 30-32.~~ The vast size of Pier 30-32, which can berth 800 foot long ships on two sides, offers untold possibilities for providing public entertainment and attractions with a highly visible maritime element. In addition, Pier 30-32 should be a highlight on the PortWalk which would extend the pedestrian path along The Embarcadero onto the pier. Because the site is both prominent and yet somewhat isolated from an architectural standpoint, new development here could become a signature piece in this neighborhood, and should set a standard for other architectural improvements along the shoreline.

This site has been proposed as a possible location for a modern cruise terminal, if market conditions and changes in regulations lift the constraints that have limited the number of ships calling in San Francisco. Support services such as parking and neighborhood-serving businesses can be incorporated into development on the seawall lot which also would provide a buffer zone for residents of Bayside Village.

Development Standards

The Bryant Street Pier Mixed Use Opportunity Area

- Provide activities on Pier 30-32 which attract residents of the City and region, but also include businesses which cater to nearby residents and employees.
- Due to the extraordinary size of Pier 30-32, provide significant maritime and public access uses together with a multi-faceted mix of commercial activities, all oriented around a common theme (such as family-oriented entertainment, or a trade and promotion center for California food and agricultural products), rather than a singular commercial attraction.
- Encourage new activities that do not generate peak traffic volumes during commute periods, to minimize congestion on roadway and public transit systems.
- Require a high standard of architectural design which is appropriate to the prominence of the site and establishes a new architectural identity and standard for waterside development in the South Beach area.
- Incorporate expansive public access on the piers that builds upon and enhances the PortWalk through the South Beach area.
- ~~Demolish Pier 34 and make shoreline improvements that are integrated with the public access and shoreline improvements for new development on Pier 30-32. Consider applying any fill credits that may arise from the pier demolition to new development projects or rehabilitation of other piers.~~

South Beach Harbor Mixed Use Opportunity Area

The South Beach Harbor Mixed Use Opportunity Area includes Piers ~~36,~~ 38, and 40 and South Beach Harbor. The 700 berth harbor and adjacent public access and fishing pier provide the focal point of the area, and the familiar sound of halliards clanking on masts contributes to the maritime ambience. Although the Harbor is a well-utilized facility that draws market rates for berthing, it does not generate sufficient revenues to cover capital improvements. The Redevelopment Plan addressed this deficit by proposing to develop small scale general offices on Pier 40 which would subsidize the Harbor. ~~According to the Redevelopment Agency, the Harbor currently requires an annual subsidy of approximately $0.8 million~~.

After the Redevelopment Plan was adopted in 1981, the State Attorney General ruled general office use to be inconsistent with the public trust. Since then, the Redevelopment Agency has endeavored to identify other uses that generate similar surplus revenues. The Agency was poised to pursue a hotel development which was precluded with the passage of Proposition H. Any proposed uses other than office will require an amendment to the Redevelopment Plan.

Although Piers 36 and 38 are in deteriorated condition, their redevelopment could complement Pier 40 and South Beach Harbor. Pier 38 could accommodate the overflow demand from Pier 40 water-related activities, such as excursion boat operations which need better facilities. Other possibilities for Piers 36 and 38 include a center for maritime support services, additional docking for short-term visiting boaters, or even expanded marina facilities with revenues from additional commercial activities. In the meantime, the Redevelopment Agency is renovating a part of the Pier 38 bulkhead structure for cafe use. The long-term development potential for Pier 36 is less clear, due to its extremely poor condition. Because it has little, if any, utility as a maritime asset, demolition of the pier to make way for shoreline access improvements may best meet the objectives of the Waterfront Plan.

Because of the abundance of other attractive piers and seawall lots in the South Beach/China Basin area, new development will favor other sites before Piers 36 and 38. Interim uses should therefore be considered for these facilities to help address the Port's financial needs and maintain the structures.

South Beach Harbor

Development Standards (cont.)

South Beach Harbor Mixed Use Opportunity Area

- Permit uses in Pier 40 which generate sufficient revenues to offset existing debt service obligations of the South Beach Harbor.
- Permit expansion of excursion boat operations and recreational boating activities at Pier 38.
- ~~Evaluate the costs and benefits of removing Pier 36 and providing shoreline improvements. If determined to be feasible, consider applying any fill credits which may arise from the pier removal to other waterfront development projects.~~
- Permit consolidation of maritime support services at Pier 38.
- Permit interim uses on Piers ~~36 and~~ 38 until long-term uses of these facilities can be realized.

China Basin Mixed Use Opportunity Area

The China Basin Mixed Use Opportunity Area located at the mouth of China Basin Channel, includes Pier 46B and Seawall Lots 335 and 336. In addition, this Opportunity Area includes Assessor's Block 3794, a 3.5 acre site currently owned by Caltrans, but which the Port has the option to acquire.

This Opportunity Area enjoys an extraordinary setting adjacent to the South Beach Harbor and South Beach Park, and across from the planned Mission Bay Wetlands. The location provides spectacular near and distant waterfront views of the Bay, the Harbor, and the landmark Third Street Bridge over the Channel.

~~Pier 46B houses the Port's maintenance facility and a tug and a tow operation, partly because its location affords easy access to the entire waterfront and a relatively isolated place to operate repair shops. However, because new open space improvements for the adjacent South Beach Park will extend public access from the South Beach Harbor right up to Pier 46B, these uses may no longer be appropriate for the location.~~

This Opportunity Area lies adjacent to the existing China Basin office complex and the ~~planned Mission Bay office corridor.~~ New uses here should provide critical links between South Beach and areas south of China Basin Channel. With new, excellent transportation access (to I-280 via King Boulevard and to Downtown via the MUNI Metro extension), development in this Opportunity Area could take many forms and provide activities that have City-wide and regional draw. For example, this Opportunity Area has been proposed as a site for a new arena (with a maximum of 22,000 seats), although an arena would require an exception to the 40 foot height limit for this area.

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[In June 1994, the Waterfront Plan Advisory Board recommended to the Port Commission that "sports facilities with seating capacity greater than 22,000" be added to the unacceptable non-maritime land use list. At that time, the Advisory Board did not specifically review a proposal subsequently considered by the San Francisco Giants, Catellus Development Corporation, and managers of the Cow Palace for a possible sports and entertainment complex at China Basin, which could include a ballpark seating more than 22,000 in whole or in part on Port property. On November 4, 1994, the Port staff proposed the two paragraphs following this one and the first development standard on p.137 as part of specific revisions to the Draft Plan for review by the public and Port Commission. On January 12, 1995, the Advisory Board voted to recommend the inclusion of these revisions in the Draft Plan.]

In the past, the question of whether to develop a ballpark at this or another City location has been the subject of considerable controversy among San Franciscans. The most recent vote on this matter, held just after the Loma Prieta earthquake in November 1989, failed by less than one percent of the voters. Similarly, there were many different opinions among Advisory Board members about the acceptability of a ballpark on Port property. When the Advisory Board considered a ballpark, it was as a stand-alone facility located entirely on Port property. Subsequently, a proposal was made to incorporate an arena and a ballpark in a mixed-use sports and/or entertainment complex spanning property owned by the Port and property owned by Catellus Development Corporation. Such a mixed-use project was not specifically considered by the Advisory Board.

In light of these facts, the Port believes that the decision whether to allow a ballpark, or any portion of a ballpark, on Port property in this Opportunity Area should be postponed until the proponents of a ballpark have had the opportunity to complete a proposal for a new sports and/or entertainment complex, and the public and affected regulatory agencies have had the opportunity to determine whether it is acceptable.

A ballpark, like an arena, would require an exception to the 40 foot height limit for this area. Regardless of the ultimate use of this area, the desire to create an exciting waterfront activity center must be balanced with the need to maintain a comfortable living environment for South Beach residents.

Development Standards (cont.)

China Basin Mixed Use Opportunity Area

- ~~Locate possible residential and/or commercial uses on Seawall Lot 336 inland of Pier 46B, leaving the waterside area available for commercial and maritime attractions and public access improvements.~~
- Permit the operation of excursion boats, water taxis and other vessels at Pier 46B to complement recreational boating activities in South Beach Harbor provided that, if the Mission Bay Wetlands is developed on the south side of China Basin Channel, these new maritime uses comply with all applicable environmental regulations to avoid any significant detrimental water quality impacts on the wetlands.
- Design South Beach Park so that it enhances the visibility of South Beach Harbor and the public access pier, and includes amenities (such as children's play areas) targeted towards South Beach residents.
- Ensure that the final design of South Beach Park provides adequate access to new development in this Opportunity Area, particularly new development on Pier 46B.
- ~~Where feasible,~~ provide PortWalk public access improvements as part of any major new development to connect South Beach Harbor and the proposed South Beach Park with waterside access through the Pier 46B site and over the Third Street Bridge, thereby providing a link with the future Mission Bay open space network and implementing the regional Bay Trail.
- ~~Continue to accommodate docking for tug and tow vessels at Pier 46B.~~
- Design buildings near the proposed South Beach Park to protect the open space from shadows and wind impacts to the extent feasible. Ensure that any wind impacts of new structures do not preclude the safe docking of boats in South Beach Harbor.
- ~~If an arena is proposed, amend the height limit to accommodate the structure. Incorporate significant public access improvements and other activities which serve patrons and enliven the area during non-event periods. Minimize parking requirements by encouraging public and group transit. Locate any parking away from the water and maximize shared use arrangements with surrounding parking resources. Generate fair market revenue return to the Port.~~

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Development Standards (cont.)

CONTINUED

- A ballpark may be an acceptable land use option for Pier 46B, Seawall Lots 335 and 336, and Assessor's Block 3794 (if acquired by the Port) if the Port Commission determines the development of this use is in the best interest of the Port, and this use is approved by San Francisco voters at an election, the Bay Conservation and Development Commission, and the California State Lands Commission, which is responsible for ensuring that the Port's use of property is consistent with the public trust grant from the State (the *Burton Act*). If a ballpark is proposed, amend the existing height limit to accommodate the structure and include the following in the project: 1) site design, public access improvements and architectural treatments which are oriented to the Bay; 2) a transportation plan that includes, but is not limited to, incentives to maximize use of public and group transit, in order to minimize parking requirements; 3) a parking program which maximizes shared use arrangements with parking operators in the vicinity and locates any new parking areas away from the water; and 4) a compensation package acceptable to the Port Commission that ensures a fair market return to the Port for this use of its property.

Development Standards for Other Existing Maritime or Maritime Expansion Areas

Piers 48, 50 and 54

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- Continue to make these facilities available for cargo-related and ship repair operations, seasonal berthing, and servicing of vessels.
- Allow maritime support services that may serve a number of other maritime and water-dependent operations, such as tug and tow operations, temporary and layover berthing, storage space, and a public water taxi stop.

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Development Standards (cont.)

Mission Bay Waterfront (Pier 52 to Mariposa Street, except Pier 54)

- ~~Repair~~ the public boat launch near Pier 52 and return it to full service as soon as possible.
- Provide shoreline improvements, where feasible, to support expanded recreational boating and water activities between Pier 50 and the San Francisco Boatworks near Mariposa Street, including the possible reuse of Pier 52 (adjacent to the public boat launch) for a new small boat hoist, temporary storage, or other support services for the recreational boating community.
- Permit ancillary services and activities such as boat clubs, a bait shop, and convenience retail and food services, to enhance the use of the area by water sport and other recreation enthusiasts and the future Mission Bay population, and to generate enough revenue to maintain the boat launch and public access improvements.
- Accommodate expanded boat trailer parking areas in the design of the Mission Bay waterfront open space on the west side of Terry Francois Boulevard.
- Permit existing small restaurants and office buildings to remain in operation because they provide services to employees and visitors and increase security in the area.
- Maintain and expand small boat repair operations and services such as dry storage and boating supplies to the extent possible.
- Remove Pier 64. Consider applying any fill credits that may arise from this removal to new development projects in the area.

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Development Standards for Other Existing or New Open Spaces and Public Access

Mission Bay

- Address the parking needs of recreational boaters in the design of the Mission Bay open space near the Pier 52 public boat launch.

Agua Vista Park

- Encourage improvements to enhance the passive recreational features of this park.

proved, attracting vagrants and illegal dumping. Given the uncertain time frame for full utilization of the Port's container terminals and the general decline of the ship repair industry, interim uses on these sites would help the Port generate revenues, provide industrial property not readily available in San Francisco, and provide a means of policing and maintaining these properties until they are needed for maritime expansion.

Under current policies of the BCDC/MTC regional *Seaport Plan*, which is undergoing an update and amendment process, BCDC typically restricts interim uses to five years or less. Given the Port's long-term outlook for expansion of container terminal space, and the fact that most interim uses on undeveloped sites would require capital improvements, longer leases will be necessary. Longer leases for Maritime Expansion Areas would allow the Port to rent facilities to established businesses which have the resources to maintain a stable presence in the area and comply with environmental standards, and also elicit additional revenues to support other Port priorities. Interim use policies in the *Seaport Plan* therefore should be reviewed and amended, as necessary, to allow longer lease terms. Interim uses of a shorter term would continue to be appropriate for vacant or underutilized facilities within Existing Maritime Areas such as the existing container terminals at Piers 80 and 94/96.

Portions of Pier 70 and Seawall Lot 352 are Class III landfill sites and are subject to closure requirements by the California Regional Water Quality Control Board ("Regional Board"). Interim land uses are restricted to those which will have no effects on ground water and surface water quality or have the engineering controls in place to prevent significant impacts. These requirements will affect the cost and timing of converting the properties into productive assets for the Port. Close coordination with the Regional Board will facilitate the timely closure of these landfill sites.

Development of non-maritime land uses that would be beneficial to the Port and compatible with maritime activities should be considered in areas which are surplus to long-term maritime needs.

While interim leasing will better utilize property reserved for possible growth in San Francisco's maritime industries, opportunities for other long-term uses on Port property may arise which should be considered and weighed against the merits of land banking.

Studies conducted for the current BCDC/MTC *Seaport Plan* amendment process have concluded that the existing or potential cargo terminal facilities at Piers 48, 50, 70, 80, 90, 92 and 94-96 are sufficient to accommodate the amount of cargo shipping business anticipated to occur at the Port of San Francisco through the year 2020. This conclusion has been corroborated by the Port's own market research indicating that the existing terminal capacity south of China Basin Channel exceeds the amount necessary to accommodate future anticipated cargo business. As a result, four sites in the Southern Waterfront have been identified that are surplus to cargo shipping needs and can be used for non-maritime activities, without interfering with existing terminal and intermodal/freight rail (ship-to-rail/truck transport) operations, or their ability to accommodate future projected growth in cargo activity.

The first site, Seawall Lot 354/354.1, is less viable as a site dedicated to the cargo industry because it is small (3.4 acres), isolated from other Port property by Islais Creek to the south and Third Street to the east, and is outside of the Port priority area designated in the *Seaport Plan.* The second site is approximately 10 acres located near Cargo Way, away from the existing South Container Terminal and inland of the grain dock at Pier 90 and the liquid-bulk (tallow) facility at Pier 92. The third site is approximately 16 acres between 18th and 21st Streets in the vicinity of Pier 70. Preliminary conclusions of the *Seaport Plan* amendment process indicate that these sites are not required to meet future needs of the cargo industry.

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The fourth site that is surplus to future cargo needs is the former Western Pacific rail yard adjacent to Pier 80 (W.P. property), an approximately 30 acre site to be acquired by the Port in exchange for allowing ~~open space and residential~~ development on Port property in the Mission Bay Plan project area. This Mission Bay land exchange was predicated on a *Seaport Plan* policy, now proposed for deletion, which calls for reserving land to allow development of two new container berths between Piers 70 and 80. BCDC and MTC have indicated their intent to delete this policy in light of trends in the container cargo industry, alternate terminal sites available in the region, the substantial impacts of Bay fill associated with a Pier 70-80 expansion, and the conclusion that there currently is sufficient backland at Pier 80 to accommodate all potential shipping activity generated from the Port's existing berths.

After accounting for the above surplus sites, the Port would still have approximately 60 undeveloped acres adjacent to the 80 acre South Container Terminal and the 15 acre intermodal container transfer (freight rail) facility plus 37 acres adjacent to Pier 70 to accommodate cargo shipping warehousing, maintenance and other cargo support functions. Utilization of surplus property for revenue-generating non-maritime activities will provide the Port with increased financial resources to help meet debt service requirements of past terminal improvements, and underwrite the costs of ongoing capital and maintenance requirements for the terminals. Nevertheless, as a general rule, the long-term benefits of a proposed non-maritime use should be weighed against the value of reserving undeveloped property for possible maritime expansion and its concomitant capital outlay. Additionally, non-maritime development should not interfere with adjoining container terminal operations, including the existing intermodal yard.

Promote non-maritime activities in and around three historic Union Iron Works buildings to facilitate the revitalization of an area that survives as an example of San Francisco's earliest maritime industry.

Located a few miles from the center of San Francisco, the area around Pier 70 was developed in the late 1800's for maritime and other industrial businesses, with nearby residences for working-class families. The Union Iron Works was established at Twentieth and Illinois in 1883 for the building of steel steamships and men-of-war.

Unfortunately, the total amount of ship repair opportunities has diminished greatly since the end of the Vietnam War (see Appendix A). As ship repair contracts have decreased, the number of piers dedicated to use as ship repair facilities also has decreased. San Francisco Drydock, which operates out of Pier 70, ~~and Service Engineering Company (SECO), which operates out of Pier 50~~, are the only full service ship repair companies with year-round operations at the Port.

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~~San Francisco Drydock recently requested that the Port remove 18 acres, which are no longer needed for ship repair operations, from their lease agreements with the Port~~. The vacated area includes three turn-of-the-century Union Iron Works buildings along 20th Street (Port Building #101, 102, 104) which have outlived their maritime function and are slowly deteriorating. Especially noteworthy is the former Bethlehem Steel headquarters, a Beaux Arts style building at the corner of 20th and Illinois Street. The City's Landmarks Preservation Advisory Board has nominated these buildings as City landmarks. Renovation and incorporation of these three buildings in a mixed-use development, if consistent with the urban design guidelines called for in the Waterfront Plan, will preserve the industrial form of a by-gone era, while creating leasable space to meet current market opportunities.

A mixture of maritime and non-maritime land uses also is desirable to improve access to the Bay and attract people to this historic section of the City. Limited commercial uses (such as restaurants and retail establishments) would provide services for employees as well as attractions for the broader public and, at the same time, improve security in the area. Commercial uses in this heavily industrial part of the working waterfront should be designed to benefit the local maritime community as well as the general public. Of paramount importance, however, is the compatibility of any improvements with the ongoing ship repair operations.

A vision for Pier 70 Mixed Use Opportunity Area

Reserve or improve areas which will provide opportunities for the protection of wildlife habitat and for passive and active recreational uses.

The Southern Waterfront offers several opportunities to observe a variety of waterfowl along undeveloped edges of the Bay's intertidal zone. These sites also offer compelling visual juxtapositions of the natural bay environment against the urban and industrial forms of the City.

Warm Water Cove. At the bayside terminus of 24th Street, Warm Water Cove provides an excellent opportunity for physical public access to the Bay and for off-site visual access to the container shipping operations at Pier 80. ~~The *Seaport Plan* currently designates this area for potential expansion of container cargo operations at Pier 80, which would require major site acquisitions and the filling of Warm Water Cove. However this designation is likely to be deleted in the *Seaport Plan* update, permitting the Port to invest in long-term improvements which attract people to the area and facilitate caretaking of the property~~. Possible new uses include small boat or kayak storage and launching facilities, or limited commercial services for the work-day population.

Islais Creek. Islais Creek, located south of Cesar Chavez Street, runs through the City's industrial center. Although the creek has been significantly altered by industrial development, it still supports a habitat for juvenile fish rearing, provides some relief from surrounding urban activities, and offers water-oriented recreational opportunities. A constituency of interested citizens called the Friends of Islais Creek are actively pursuing public access and landscaping improvements on the south bank (west of the Third Street bridge), to complement the landscaped public access area on the north bank (east of the bridge) which was created as part of the City's sewer system improvements in the 1980's. Efforts should be made to build upon this citizen effort by enhancing and expanding these improvements. For example, public access improvements planned by the City for Seawall Lot 354 will extend a 50-foot wide pedestrian promenade along the northern edge of the creek.

Pier 94. The unimproved backland area in Seawall Lot 352 adjacent to Pier 94 consists of a large landfill area reserved for container terminal expansion. In the early 1970's, a section of the fill immediately adjacent to Pier 94 failed. As a result of that failure, adjacent fill material subsided, allowing tidal inundation and subsequent emergence of wetlands. If development of this property for interim or long-term uses causes filling of the wetlands, appropriate mitigation measures will be required.

Pier 98. Pier 98 is an approximately 25-acre landfill south of the Port's container terminals which was developed in the early 1970's to provide new area for container terminal expansion and a footing for the proposed Southern Crossing bridge over the Bay. This fill later subsided in some places, resulting in tidal inundation and the emergence of wetland vegetation. Pier 98 now provides habitat to a variety of shorebirds, and unimproved public access which is primarily used for fishing.

The Southern Waterfront Acceptable Land Use Table (1, 2, 3)

Key

A = Acceptable Use
~~E = Existing Acceptable Use~~
E/I = Existing Use/May Continue As Interim Use
X = Accessory Use
~~E/X = Existing Accessory Use~~

	Maritime Uses (5)											Open Spaces/Public Access		Residential Uses	Commercial Uses										Other Uses					
	Cargo Shipping	Fishing Industry	Ferry and Excursion Boats	Historic Ships	Maritime Office	Maritime Support Services	Passenger Cruise Ships	Recreational Boating and Water Use	Ship Repair	Temporary and Ceremonial Berthing	Water Taxis	Open Space	Public Access	Residential	Artists/Designers	Assembly and Entertainment	General Office	Hotels	Museums	Parking	Retail (includes restaurants)	Recreational Enterprises	Visitor Services	Warehousing/Storage	Wholesale Trade/Promotion Center	Academic Institutions	Community Facilities	General Industry	Power Plant	Sports Facilities	Transportation Services
Pier 70 Mixed Use Opportunity Area (portion of Piers 68 and SWL 349)	A			A	A	A		A			A	A	A			A	A		A	X	A	A		A	A	A	A	A			
Pier 70 Maritime Area (Pier 70, portion of Pier 68 and SWL 349)	A			A	E	E			E	E					E/I	E/I	E/I							E/I		A		E/I			
Warm Water Cove / Pier 72								A				E	E								X										
Western Pacific Mixed Use Opportunity Area	A				A	A							A		A		A			A	A			A	A			A			
Pier 80	E				E	E				E							E/I				E/X			E/I				E/I			
Seawall Lot 354, 354.1, Pier 84	A					A							A	A										E				E			
Islais Creek	A			A		A		A				E	E																		
Pier 90-92 and portion of SWL 344	E		A		A	E				E	A													E/I			E	E/I			
SWL 344.1,Cargo Way Mixed Use Opportunity Area (portion of SWL 344)	A				A	A						A	A				E			A	A			E	A		A	E	A		
Pier 94-96 Maritime Area (SWL 352 and portion of SWL 344)	E				E	E				E		E/I*									E/X										
Intermodel Container Transfer Facility	E				A	E																		E/I				E/I			
Pier 98												E	E							X			A								
India Basin (paper streets)												E	E																		
AB 4827, Parcels 1 & 2																											E				
AB 4845, Parcel 2																								E			E				
AB 4852, Parcel 1																				A				E			E				
AB 4917, Parcel 2																				E				A			A				
AB 4935, Parcel 2																				E				A			A				

Table Notes

1 This table focuses primarily on acceptable long-term uses for the sites described. The Draft Plan also allows other interim uses on Port property, which uses are not identified in this table. See Chapter 3 for a description of interim use policies.

2 Refer to Chapter 3 and Chapter 4 for General Land Use Policies and specific Development Standards which apply to the acceptable uses and sites identified in this table.

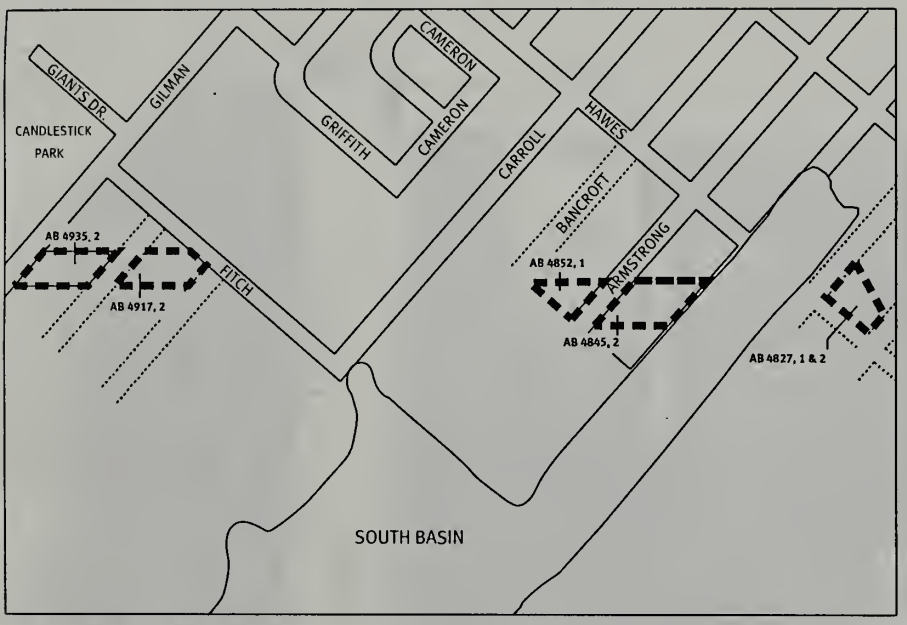
3 Definitions of land uses are included in Appendix C, Glossary of Terms.

~~4 An "E" indicates that the use already occurs on site and is an acceptable long-term use. The amount of space devoted to this use on each site may be expanded or contracted, if consis-~~

5 The table identifies acceptable maritime and maritime support activities best suited for the sites in this area. However, the Port Commission retains the authority to use Port sites for any maritime uses.

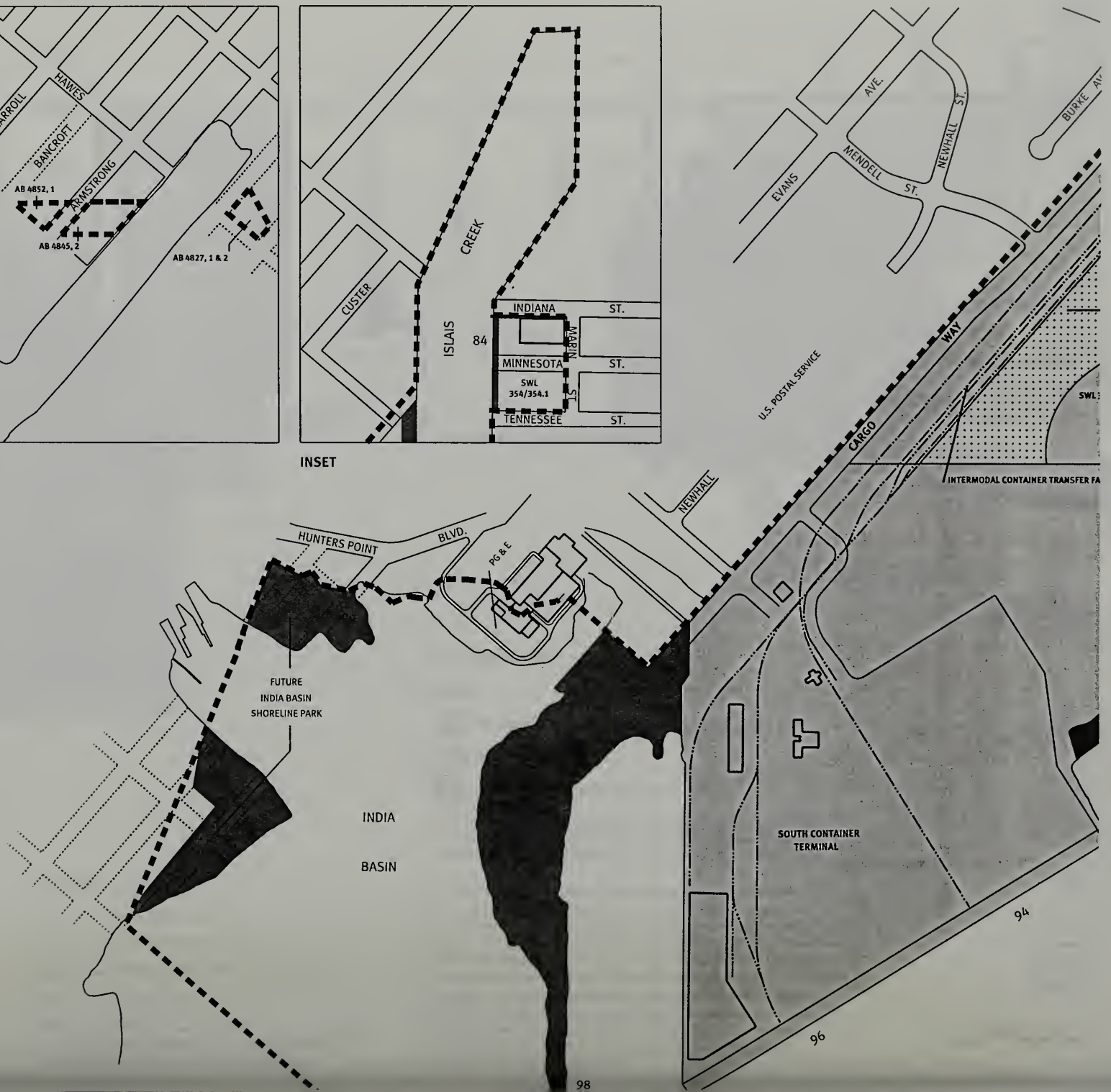
* There is an emerging wetlands area near Pier 94. If maritime expansion in this area or other circumstances necessitate filling of the wetlands, appropriate mitigation will be implemented pursuant to all applicable environmental regulations.

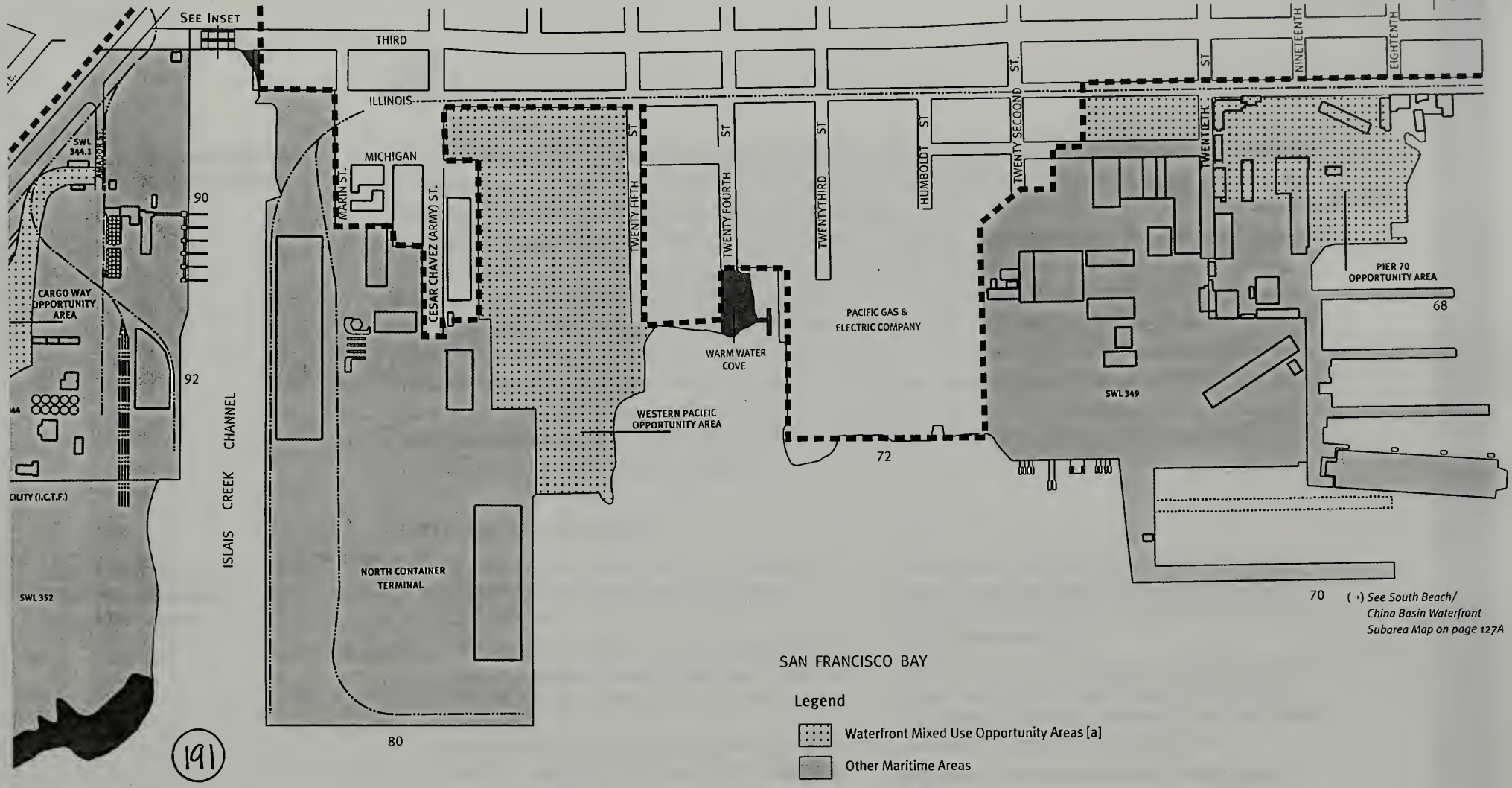
The Southern Waterfront Subarea



INSET

Note The parcels shown above are located just north of Candlestick Park. The Port also owns portions of existing or planned streets that are not depicted.





SAN FRANCISCO BAY

Legend

- Waterfront Mixed Use Opportunity Areas [a]
- Other Maritime Areas
- Other Public Access & Open Space Areas

[a] Waterfront Mixed Use Opportunity Areas include any underlying existing and acceptable maritime, public access and open space and commercial areas. See Acceptable Land Use Tables for more detail.

[b] There are two exceptions to the generally contiguous shoreline property held by the Port between Hyde Street Pier and India Basin. Five parcels (and portions of existing and planned streets) within Port jurisdiction are located south of India Basin, just north of Candlestick Park; these parcels are identified on the map and Acceptable Land Use Table for the Southern Waterfront subarea. Portions of certain piers at Hunters Point Shipyard not shown on this map are shown on the Burton Act maps as within Port jurisdiction, but are currently under the control of the Navy; these areas are not included in the Draft Waterfront Land Use Plan because the land use policies included in the Re-use Plan for the Shipyard will apply to these sites.

Map Notes

- Freight Rail Line
- Indicates condemned piers
- Waterfront Plan Project Area Boundary
- SWL Seawall Lot

1 The maps are illustrative only. Please see the Acceptable Land Use Tables in Chapter 4 for a complete listing of acceptable permanent uses for each Port site.

NORTH

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Western Pacific and Cargo Way Mixed Use Opportunity Areas

The Western Pacific Mixed Use Opportunity Area is adjacent to the Pier 80 North Container Terminal, an approximately 30 acre parcel that will be acquired by the Port in exchange for development of other Port property to the north ~~pursuant to the *Mission Bay Specific Plan.*~~ The Cargo Way Mixed Use Opportunity Area is an approximately 10 acre site located inland of the existing grain elevator between Amador and Cargo Way, within Seawall Lot 344. These two areas are surplus to the needs of the cargo shipping industry, offering opportunities for a variety of industrial or commercial non-maritime uses that would be compatible with surrounding maritime-related operations, including light industrial and research and development activities. The development of such uses could generate much needed revenues to support the Port's facilities and maritime businesses. For example, a recent proposal for a cogeneration power plant in the Cargo Way Opportunity Area would provide inexpensive steam power to the Port's adjacent maritime tenants as a by-product of providing supplemental power to PG&E's nearby Hunters Point power plant. Efforts to forge such mutually beneficial land uses should be encouraged.

Development Standards

Western Pacific and Cargo Way Mixed Use Opportunity Areas

- If a congeneration power plant is proposed in the Cargo Way Opportunity Area the project should include:
  1. State-of-the-art design which complements existing waterfront uses (including the nearby 1925 brick fire station) to the greatest extent possible;
  2. State-of-the-art environmental protections which mitigate emissions and other impacts on residents, wildlife habitats or other sensitive receptors in the South Bayshore area;
  3. Public benefits to the maximum extent, including open spaces and public access improvements and, possibly, public restrooms, maintenance support for Islais Creek open space improvements, public meeting rooms and parking.
- New uses in the Cargo Way Opportunity Area should provide support for, and avoid negative impacts on, the Islais Creek public access and open space improvements.
- Ensure that any use in these opportunity areas does not preclude nearby maritime activities, including rail service provided in the intermodal container transfer facility to the Port.
- Maximize the economic benefit to the Port of San Francisco from long-term uses in these opportunity areas.
- Ensure that new uses do not interfere with rail service to the Port.

Development Standards for Other Existing Maritime or Maritime Expansion Areas

Backlands to Piers 94-96 and 70

Much of the Port's property in the Southern Waterfront is reserved for future maritime expansion, including the backland areas adjacent to Piers 94-96 (Seawall Lot 352 and a portion of Seawall Lot 344); and a portion of the backland area at Pier 70 (Pier 68, 70 and Seawall Lot 349). Although some of these expansion areas would provide additions to the Port's container terminals, most are reserved for the development of cargo-related support services such as warehousing, which typically require large facilities at low cost.

Development Standards

Backlands to Piers 94-96 and 70

- Unimproved space or empty buildings which are not anticipated to be needed for maritime purposes within the next 10-20 years should be made available for interim uses. Lease terms of 10-20 years, and in exceptional cases 30 years, should permit amortization of tenant improvements or construction required for these interim uses. Interim uses particularly suitable for the area include: non-maritime warehousing, manufacturing, staging activities, use of grain silos for materials other than grain, bio-remediation, recycling operations, and open air storage. Prior to entering into 20-30 year leases, the Port should establish a process for determining that maritime business opportunities would not be jeopardized by the interim uses.
- Ensure that interim uses are compatible with maritime and industrial uses in the general area, and comply with all environmental regulations, including those governing landfill closure sites (where applicable).
- Ensure that interim use tenants are advised and fully realize that their tenure is of limited duration and that the ultimate status of the property is as a Maritime Expansion Area reserved for maritime use.
- Interim uses at Seawall Lot 352 and Pier 70 must be compatible with landfill closure requirements imposed by the Regional Water Quality Control Board.
- Abide by all applicable environmental regulations to avoid contamination of soil or ground water from the on-site handling of hazardous materials.

5 Implementation of the Plan

The Draft Waterfront Land Use Plan is intended to serve as a balanced and implementable land use plan for the use and development of the San Francisco waterfront. Implementation of the Waterfront Plan will proceed on two fronts:

- **The Plan's policies and objectives will be incorporated into the regulatory framework that governs waterfront land use through a legislative process.**
- **Improvements on the waterfront, consistent with the Plan, will be realized through a site-specific development process.**

The legislative process began in 1990 when San Francisco voters adopted Proposition H, calling for preparation of a land use plan for a portion of the Port's property. Completion of the Draft Waterfront Land Use Plan is the first milestone in that process. After the Waterfront Land Use Plan Environmental Impact Report is completed, the Port Commission can then adopt the Plan, and forward: (1) conforming amendments to the City's *Master Plan* and City Planning Code for review and action by the Planning Commission; and (2) conforming amendments to the Bay Conservation and Development Commission's plans and policies, for review and action by BCDC.

The site-specific development process can begin in earnest upon completion of the legislative process. However, the Port's distressed financial condition dictates that, wherever feasible, economic revitalization should begin as soon as possible. For example, the development process could be initiated now for any maritime uses, and for any non-maritime uses on Port land not subject to the Proposition H moratorium (such as the Port's seawall lots.) Given the long lead time required to obtain necessary land use entitlement, these project proposals could receive final approval at about the same time the Waterfront Plan receives final legislative approvals.

The legislative process and the site-specific development process necessary to fully implement the Waterfront Land Use Plan are discussed more fully below. As these processes unfold and related issues are further considered, more details about implementation of the Waterfront Plan will become available.

Legislative Process for Plan Implementation

The people of San Francisco took the first step in the legislative process by enacting Proposition H, calling for the Port to prepare "a Waterfront Land Use Plan which is consistent with the terms of this initiative for waterfront lands." Waterfront lands were defined to include Port-owned piers and most of the Port-owned property within a 100 foot band along the shoreline from Hyde Street Pier to India Basin. The Port expanded the planning area to encompass all Port owned property in order to ensure a comprehensive program for the use and development of the City's waterfront.

Although the Draft Waterfront Land Use Plan ~~has been prepared to meet~~ the requirements of Proposition H, the Plan's policies and objectives and site-specific land use designations must also be embodied in the regulatory framework which now governs waterfront land use. The collective effect of existing state, regional and local waterfront land use regulations, ~~as illustrated in "Land Uses Permitted Under Existing Waterfront Regulations"~~, is to limit the variety of economically feasible development opportunities on Port property, and encourage proposals for large scale specialty retail centers. Regulatory constraints therefore undermine the Port's ability to seek the diversity of activities the public has requested during the waterfront planning process.

The principal plans and regulations for which amendments will be proposed and considered include the:

1 ~~*Master* *Plan*~~ of the City and County of San Francisco;
2 San Francisco City Planning Code; and
3 Bay Conservation and Development Commission's (a) *Bay Plan*; (b) *Special Area Plan*; (c) *Total Design Plan*; (d) *Seaport Plan*; and (e) Regulations.

In addition, State legislation may be required to clarify BCDC's authority to permit some of the land uses identified in the Draft Plan, such as maritime office uses on piers, and to ratify Port action related to any public trust lands proposed for non-trust related uses.

The precise form of the proposed amendments will be determined over the next year while the Environmental Impact Report is being prepared. Port staff has been conferring with City Planning Department staff to decide whether to follow the form of the current *Master Plan* which divides the waterfront into three separate geographic area plans (*Northeast Waterfront Plan, Central Waterfront Plan, South Bayshore Plan*), or whether a new consolidated waterfront plan element should be substituted. Similarly, the Port and BCDC staff will work together to establish an appropriate format for necessary amendments.

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Land Uses Permitted Under Existing Waterfront Regulations

Land Uses	Seawall Lots (1)		Existing Piers				Substantially Rehabilitated Piers or New Fill			
	Public Trust	City Planning	Public Trust	BCDC	City Planning	Prop. H (2)	Public Trust	BCDC	City Planning	Prop. H (2)
Water Dependent Uses and Open Space	OK	OK	OK	OK	OK	OK	OK	OK	OK	OK
Non-Maritime Industrial	Incidental Temporary	Cond. Use Limited (3)	Incidental Temporary	Limited	Cond. Use Limited	Plan Required	Incidental Temporary	NO	Cond. Use Limited	Plan Required
Non-Maritime Office	Incidental Temporary	Cond. Use Limited	Incidental Temporary	Limited	Cond. Use Limited	Plan Required	Incidental Temporary	NO	Cond. Use Limited	Plan Required
Maritime Office	OK	OK	OK	Limited	OK	OK	OK	NO	OK	OK
General Retail (4)	Incidental Temporary	Cond. Use Limited	Incidental Temporary	Limited	Cond. Use Limited	Plan Required	Incidental Temporary	NO	Cond. Use Limited	Plan Required
Bay Oriented Retail (4) and Public Assembly	OK	Cond. Use Limited	OK	Limited	Cond. Use Limited	Plan Required	OK	May be OK if less than ½ Pier (5)	Cond. Use Limited	Plan Required
Hotels	OK	Cond. Use Limited	OK	Limited	Cond. Use Limited	NO	OK	May be OK if less than ½ Pier (5)	Cond. Use Limited	NO
Residential	NO	Cond. Use Limited	NO	Limited	Cond. Use Limited	Plan Required	NO	NO	Cond. Use Limited	Plan Required
Parking	OK	Cond. Use Limited	OK	Limited	Cond. Use Limited	Plan Required	OK	Limited	Cond. Use Limited	Plan Required

Notes

1 Although BCDC does not have jurisdiction over most Port seawall lots because they lie more than 100 feet from the Bay shoreline, the *Seaport Plan* recommends preservation of a substantial portion of the Port's upland property for Port-priority uses. Other BCDC plans contain recommendations for use of seawall lots.

2 Proposition H applies within areas of the Port that coincide with BCDC jurisdiction.

3 Conditional Use requires authorization from the City Planning Commission. Limited means

4 General retail would include department stores, supermarket, etc. Bay oriented retail refers to retail services intended for people using the waterfront, such as restaurants, gift shops, specialty stores, etc.

5 There are significant caveats regarding development of Bay-oriented commercial recreation uses (e.g. retail, public assembly) on substantially rehabilitated piers. Commercial recreation and public assembly uses are not permitted on new fill on Port property.

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The Need for Consistent Plans and Policies for the Waterfront

Whatever form the legislative amendments may take, the Waterfront Plan Advisory Board recommends that all applicable plans and policies for the waterfront should be consistent and clearly presented, reflecting a consensus for the future use and development of the Port shared by all agencies with jurisdiction over the waterfront. To further this objective, the Advisory Board recommends that the Waterfront Plan goals and land use options be formulated as a special area plan, endorsed by the City and the Port, the State Lands Commission, and BCDC to supersede the existing BCDC *Special Area Plan* for the Port area. In addition, San Francisco voters may be asked to endorse the policies of the Waterfront Plan.

A wide range of substantive issues concerning waterfront land use policy may arise during the legislative process. More than twenty years have passed since the last comprehensive planning effort was completed for the San Francisco waterfront. During that time, changes in law, in the surrounding land uses, and in the economics of maritime industries have made existing planning documents obsolete in many respects. In fact, the planning agencies foresaw the decline in demand for pier space north of China Basin Channel for industrial water-dependent uses over 20 years ago and called for a subsequent planning effort to identify appropriate replacement uses for piers along the northern waterfront. (See BCDC *Special Area Plan*, pp. 2, 20, 25-6 and Maps 2&3.)

Given this need for a comprehensive review of existing plans and policies, the Waterfront Plan Advisory Board decided not to be restricted by existing regulations in identifying appropriate land use designations for Port property. At the same time, the Advisory Board was conscious of the extent to which controversy over waterfront land use policy could hinder implementation of plan objectives. Therefore, the Draft Waterfront Land Use Plan contains a broad range of acceptable uses on specific Port sites, including provisions for interim uses (see Chapter 3) to facilitate productive use of Port property while proposed changes in laws governing waterfront development are subject to further public debate. Of course, many existing land use plan objectives and policies are carried forward in the Draft Waterfront Land Use Plan. For example, no changes are proposed in the waterfront height limit (generally forty feet), except for a possible amendment to accommodate an arena (or a ballpark if approved by the voters; See Chapter 4 South Beach/China Basin Waterfront for further discussion.)

The Effect of the McAteer-Petris Act on Port Land Use

It would not be appropriate to itemize all of the legislative amendments necessary to implement the Waterfront Land Use Plan until Port staff has had an opportunity to confer with the Planning Department and BCDC staffs, as well as with the public to identify inconsistencies between the Waterfront Plan and other planning documents. However, there are several substantive issues which warrant special mention because their

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resolution will require consideration of regulatory changes at the state, regional and local levels. Most of the issues arise from the *McAteer-Petris Act*, which established the Bay Conservation and Development Commission. BCDC has the authority to permit or deny any project in or over the water, or within 100 feet of the shoreline, after reviewing the project in light of specified criteria. Much of the Port's property falls within BCDC jurisdiction. BCDC policies will determine the extent to which the Port will be able to maintain existing uses, authorize interim uses, and encourage any substantial renovation of existing pier facilities to accommodate new uses, consistent with the Waterfront Land Use Plan. The importance of BCDC's role in protecting San Francisco Bay from excessive fill and in preserving Bay waterfront for water-oriented uses cannot be emphasized enough. For the past 25 years, BCDC regulations have protected the waterfront from massive non-maritime development and preserved it for water-oriented uses. Major policy changes should not be sought. Accordingly, much of the implementation of the Waterfront Plan should be able to occur with little or no change to the *McAteer-Petris Act.*

However, there are issues, particularly those related to replacement piers and fill credits, for which the *McAteer-Petris* Act provides little policy guidance. BCDC staff has previously identified a review of the replacement pier provisions of the *Bay Plan* in its work plan. The issue is an important one for the Port because the Port has a number of existing facilities, including many piers that extend into the Bay, for which there is no current demand from water-oriented users. The *McAteer-Petris Act*, which governs the reuse of these facilities, was enacted to address the problem of excessive new filling of the Bay for non-water-oriented uses, but provides little policy guidance with respect to piers that pre-date the Act. As discussed in Chapter 1, the demand for pier facilities for water-dependent uses has declined dramatically due to (1) the decline in ferry passenger travel, (2) the shift to containerization of cargo, (3) the rising preeminence of the Port of Oakland in container shipping and, most recently, (4) the planned reduction in naval military operations. These same forces have led to a surplus of facilities elsewhere around the Bay which could accommodate water-dependent uses.

BCDC's Jurisdiction

For the past 25 years of this transition, the *McAteer-Petris Act* has governed the reuse of the Port's pier facilities. The *McAteer-Petris* Act requires any person "wishing to place fill, to extract materials, or to make any substantial change in use of any water, land or structure" to obtain a permit from BCDC if the development is "within the area of the Commission's jurisdiction." (Government Code §66632.) The State Attorney General's Office has explained that the Commission has two types of jurisdiction:

1. Jurisdiction over a 100-foot band abutting the Bay shoreline ("shoreline band" jurisdiction) where, unless the land has been designated for water-oriented priority land uses, the Commission may deny an application "only on the grounds that the project fails to provide maximum feasible public access, consistent with the proposed project, to the Bay and its shoreline" and

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2 Jurisdiction over the Bay itself ("bay" jurisdiction) where the Commission applies stricter criteria in reviewing the proposed development, among them the requirement that the project be "water-oriented" and that there be "no alternative upland location...available for such purpose." (See §§66605, 66610, 66611, 66632, 66632.4.) Attorney General, Informal Opinion dated October 8, 1986.

Unfortunately, the *McAteer-Petris Act* did not clearly define which of the two types of jurisdiction applied to the use and development of pre-existing pile supported structures, or piers, over the Bay. Through administrative interpretation, and informed by an Attorney General's opinion in 1970, a policy emerged whereby:

1 Proposed development that involves no, or routine repairs to the pier or its substructure would be considered under BCDC's "shoreline band" jurisdiction and could therefore be approved without limiting the uses supported by the pier to "water-oriented" uses.

2 Proposed development that involves the complete removal and replacement of a pier would fall within BCDC's "bay" jurisdiction, and could be approved only if the new uses were those for which the Commission could authorize new fill (e.g., water-oriented uses), and the project satisfied the "replacement pier" policies, discussed below.

Replacement Pier Policies

The "replacement pier" policies were adopted by BCDC a few years after the *McAteer-Petris Act*, specifically to address replacement uses for the Port of San Francisco's finger piers. The *Bay Plan* provides that if the piers deteriorate or become technologically obsolete for commercial shipping or other maritime purposes, then they can be removed and replaced with "replacement fill" subject to the following limitations:

1 The replacement fill would cover an area smaller than the area of the pier being removed; and

2 Only up to 50% of the area of the pier being removed could be used for Bay- oriented commercial recreation or Bay-oriented public assembly, defined as facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops and hotels. (*Bay Plan*, p. 37.) The remainder of the replacement fill, if any, would have to be devoted to public recreation, open space or public access.

Nearly 15 years after the replacement pier policy was adopted, the Attorney General's Office was asked for an informal opinion regarding the Commission's jurisdiction over pier development that would require substantial repairs to the pier, but not complete reconstruction. In 1986, an informal opinion was issued which

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concluded that proposed development involving more than routine repairs to the pier or substructure would require case-by-case review. If BCDC determined that the work "tends toward creation of what is essentially a 'new' structure, ...one that is significantly different from what existed prior to the work in terms of its utility or life expectancy or the time period that will be necessary to amortize its overall cost," then BCDC's "bay" jurisdiction would be triggered, and the uses supported by the pier would have to be "water-oriented" uses. (Attorney General's Informal Letter Opinion, dated October 8, 1986.)

Further Limitations on Port Land Use Arising from Interpretation of the McAteer-Petris Act

The Port has struggled with the implications of this interpretation of the *McAteer-Petris Act* since it was issued. At that time, there were seven piers and bulkhead buildings (Piers 40, 24, 1, 1½, 3, 33 and 35), in addition to the Ferry Building and the Agricultural Building, which would require substantial repair or reconstruction in order to establish the uses identified in BCDC's *Special Area Plan.* BCDC's *Special Area Plan,* adopted in 1975, identified uses for several of those piers that were not considered "water-oriented" uses, such as office or community facilities, on the assumption that those uses could be established without the need for complete reconstruction of a pier. When the Attorney General's Office interpreted the Act as extending "bay" jurisdiction to new development involving substantial repair to the pier structures, it became clear that the *Special Area Plan* use designations could not be realized.

This new interpretation of the *McAteer-Petris* Act effectively prohibited maritime-related office uses, otherwise a permissible public trust use, on any pile-supported structure in need of substantial repair. The effect of this ruling on the Ferry Building, the Agricultural Building, and several bulkhead buildings was of particular concern because those facilities had been constructed or long used for office purposes that would no longer be permitted if seismic retrofitting and structural repairs were undertaken. In addition, Port staff believed that the public would not support extensive development of Bay-oriented commercial recreation uses (e.g., specialty retail, restaurants and hotels) in those buildings, as well as on the many piers identified for reuse. Nor would there be market justification for extensive development of a single type of commercial use. Yet, under the replacement pier policy, commercial recreation was the only type of permitted new use that could generate sufficient revenue to carry the cost of structural and public access improvements to those facilities.

In 1987, the Port initiated an amendment to the *McAteer-Petris* Act to allow repair, replacement or reconstruction of the piers and pier structures, no larger than the pre-existing pier or structure, for purposes consistent with the public trust, provided that significant portions of the area were devoted to public access and recreation.

The Port was forced to withdraw its proposed amendment to the *McAteer-Petris Act* in the face of political opposition based on a variety of objections. In the seven years since then, BCDC acted independently to provide

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an exemption from the "water-oriented" use requirements for the substantial repair or reconstruction of the piers supporting the Ferry Building and Agricultural Building. BCDC took that action because it was clear that water-oriented uses could not alone pay the costs associated with the renovation of these important historic structures. Whether further exemptions could be approved to facilitate other desirable waterfront improvements remains to be resolved as part of the legislative process implementing the Waterfront Plan. As the Executive Director of BCDC suggested, the best and most appropriate way for the Port and City to address those issues is through the waterfront planning process. If the effort indicates that the *Special Area Plan* or the *McAteer Petris Act* should be changed in order to implement the Waterfront Plan, then amendments should be proposed for the public, BCDC and the Legislature to consider.

Key Policy Issues to Address

Although the amendments necessary to reconcile the Waterfront Land Use Plan and the *Special Area Plan* (or if necessary to amend the *McAteer-Petris Act* to give BCDC the authority to approve uses consistent with the Waterfront Plan) have not been drafted yet, and thus have not been reviewed by the Waterfront Plan Advisory Board, the following types of policies have been identified for further consideration:

1. Policies that would facilitate the removal of condemned piers by creating an economic incentive, possibly by allowing transferred development rights or another legislatively sanctioned fill credit concept, or through a mitigation measure credit for dredge spoil disposal.
2. Policies that would encourage the interim use of Port facilities, recognizing that full implementation of the Waterfront Land Use Plan could take 20 years or more. Interim uses of perhaps 5 years (with special exceptions allowed) along the northern waterfront, and up to 20 or 30 years on the southern waterfront would contribute to the vitality of the waterfront while also allowing for longer range goals to be realized as time and money permit. (See Chapter 3 for a further discussion of interim uses)
3. Policies that would allow and encourage the seismic retrofitting of pier structures that are in current use. Because such improvements could be construed to trigger BCDC's "Bay" jurisdiction, the improvements could not occur if the existing uses on the pier or in the bulkhead building are not water-oriented. Thus, current policy discourages life safety improvements to facilities that are vulnerable to seismic failure.
4. Policies that would encourage mixed-use developments on piers no longer needed exclusively for water-dependent uses. The Waterfront Land Use Plan has identified Mixed Use Opportunity Areas which include a number of surplus piers. However, BCDC's replacement fill policy contemplates only Bay-oriented commercial recreation, public assembly and public recreation as replacement uses. A policy

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which would allow other uses, consistent with the public trust doctrine, could result in potentially more vital and economically viable mixed-use developments. For example, a pier reuse project which maintains existing office uses in the bulkhead building, incorporates water-dependent uses such as excursion boats or transient boat docks on the pier apron, and integrates commercial recreation and public assembly uses with public access and recreation, would provide an alternative to the commercial-recreation model contemplated in the current replacement fill policy. Although BCDC may have authority to approve such a mixed-use project, the uncertainty resulting from the lack of an explicit policy tends to deter investors.

5 Policies that would clarify the level of pier or substructure repair that would require BCDC to impose the "water-oriented" use limitations. Because BCDC does not review a project until after all local approvals are obtained, the position that each project must be examined on a case-by-case basis interjects too much uncertainty at a very late point in the development process. It is unreasonable to expect investors to incur expensive pre-development costs (for an environmental impact report, architectural and engineering fees, local permit fees, etc.) without knowing with certainty that BCDC has the authority to approve the proposed uses.

In addition, it is not clear if or how the replacement pier policy would apply to cases where the pier structure would not be removed. For example, if Scoma's Restaurant in Fisherman's Wharf required substantial substructural repairs and the replacement pier policy applied, then 50% of the restaurant would have to be converted to public recreation. The replacement pier policy was not designed to address this type of situation.

6 Policies that would clarify the rules applicable to non-conforming uses which pre-date the *McAteer-Petris Act*. An argument can be made that the Act "grandfathered" such uses. If not, further clarification is required to address the conditions under which those uses can be continued or intensified or must be terminated, and what the appropriate amortization period should be for investments in those uses.

7 Revisions to the *Seaport Plan*, as part of the current *Seaport Plan* review process, that reflect changes related to the potential future supply of marine terminal facilities, including the availability of former military base property, consolidation of commercial shipping lines and technological changes which enhance efficient space utilization.

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Although there are many reasons why Port waterside facilities have deteriorated, the policies embodied in the *McAteer-Petris Act* may be the primary determinant of the future use and development of the Port. The State government clearly places priority on preserving the waterfront in the long term for water-oriented and maritime uses. The State government also has an interest in establishing a coherent policy for the effective reuse of facilities on public trust lands which the Port manages on behalf of all people of the State. New land use policies must be formulated which distinguish between uses appropriate to facilities which pre-date the *McAteer-Petris Act* and uses which would justify new fill in the Bay.

Other Legislative Issues

In addition to substantive policy issues stemming from the *McAteer-Petris Act*, there are a number of other issues which require special attention during the legislative process of implementing the Waterfront Land Use Plan. For example, although the Draft Waterfront Land Use Plan provides for flexibility in the siting of a range of acceptable uses, the siting of certain large scale uses on Port property, such as an arena, would require additional legislative action at the local level to amend the height limit. In general, the Waterfront Plan maintains current height limits in order to protect bay views from hills and buildings and to avoid the effect of closing off the Bay with large structures.

State legislative action also may be required to implement certain acceptable non-maritime uses (such as residential or general office on certain seawall lot sites), or to allow long-term interim uses proposed in the Draft Waterfront Land Use Plan. Under the *Burton Act*, the Port Commission was delegated authority to declare such property "surplus" to the needs of the public trust and lease it for a period not to exceed 66 years, for "the purposes of such development and use as the Commission finds to be in the public interest." (*Burton Act*, Calif. Statutes 1968, Ch 1333, as amended by Statutes 1975, Ch. 422, Section 3, Subd. 6.) However, in the context of the South Beach-Rincon Point Redevelopment program, the State Lands Commission questioned the validity of the *Burton Act's* legislative delegation to the Port Commission. In order to ensure that the State would recognize the leases entered into for affordable housing developments in the event that the trust grant to the City was revoked, State Lands Commission approval of the lease was required. (Public Resources Code §6701 et seq.) Therefore, to allow the project to proceed in a timely fashion, the Port acceded to State Lands' demand that the State Legislature be asked to specifically authorize the non-trust residential use of the property declared surplus to public trust needs.

This same issue would likely arise with respect to implementation of any non-trust use of Port property. Consequently, State legislative action will likely be required to implement the Waterfront Land Use Plan, either to reaffirm and clarify the original intent of the *Burton Act* or, if necessary, to specifically authorize leases for non-trust purposes.

The legislative actions necessary to implement the Waterfront Land Use Plan cannot be approved until the Waterfront Plan Environmental Impact Report is completed. However, in the intervening months, the work of drafting technical amendments and formulating policy revisions will be underway. Public hearings before City Boards and Commissions, as well as BCDC, can be held to ensure that all issues and concerns are addressed in the final Waterfront Land Use Plan and related implementing and regulatory amendments. At the same time, work can begin to reform the site-specific development process, and to initiate specific project proposals.

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Site-Specific Development Process for Plan Implementation

Implementation of the Waterfront Land Use Plan requires legislative action to incorporate the Plan's policies and objectives into the existing regulatory framework, as well as an efficient site-specific development process for major projects so that new land uses and improvements can be realized. The Waterfront Plan Advisory Board desires that plan implementation should accomplish the following objectives:

Plan Implementation Objectives

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The implementation structure for the Port's Waterfront Land Use Plan should be designed to meet the following objectives:

1. On a **broad policy** level, the Plan's implementation should (1) maintain and, where necessary, improve and expand maritime facilities to meet the current and future needs of maritime activities, (2) satisfy public access and environmental concerns, and (3) enhance the financial stability of the Port.
2. The Plan's implementation should ensure that project development is effected on a **quality** basis, attracting Bay Area residents and other visitors to the waterfront.
3. The implementation process should streamline and **simplify the legal compliance process** by establishing consistency among all relevant waterfront plans and regulations, thus encouraging developers to undertake projects. Maximum early coordination with regulatory and permitting agencies (e.g., State Lands Commission, BCDC, City Planning Commission) should be effected for each proposed project and development. This is not meant to imply reducing or eliminating environmental protection of the Bay.
4. The Plan and Plan policies should be administered and applied with maximum feasible **continuity and uniformity** (relatively free of political influences).
5. The implementation process should seek to obtain broad community support and maximize public input and community outreach.

6 The implementation process should provide affirmative action to minorities and women and encourage business and employment opportunities for all segments of San Francisco's diverse cultural and ethnic community. In addition, the Port should adopt a policy whereby San Francisco residents are given priority hiring preference.

7 A standing advisory body comprised of maritime experts and industry representatives should be appointed to concentrate on a strategy to promote and support maritime business.

In the past, the process by which projects were selected and implemented has often fallen short of the objectives outlined above. First, there have been insufficient opportunities for formal public input at the inception of the development project concept. Second, there has been a lack of coordination on design review and use guidelines at an early stage in the process among local, regional and state agencies with jurisdiction over the waterfront. Third, the process has been lengthy and complex, leading to costly delays and making waterfront development a high risk venture. All of these deficiencies will be improved by achieving consensus through the legislative process on a balanced and implementable land use plan. However, there are also recommendations for reforming the site-specific development process which will further the objective of improving and streamlining the process through which new waterfront projects receive entitlements. The Waterfront Plan Implementation Process flow chart outlines the Waterfront Plan Advisory Board's recommendations for improving the site-specific development process.

In order to achieve the objectives for implementation of the Plan set forth above, the Advisory Board recommends changes to the site-specific development process. The principal recommendations include:

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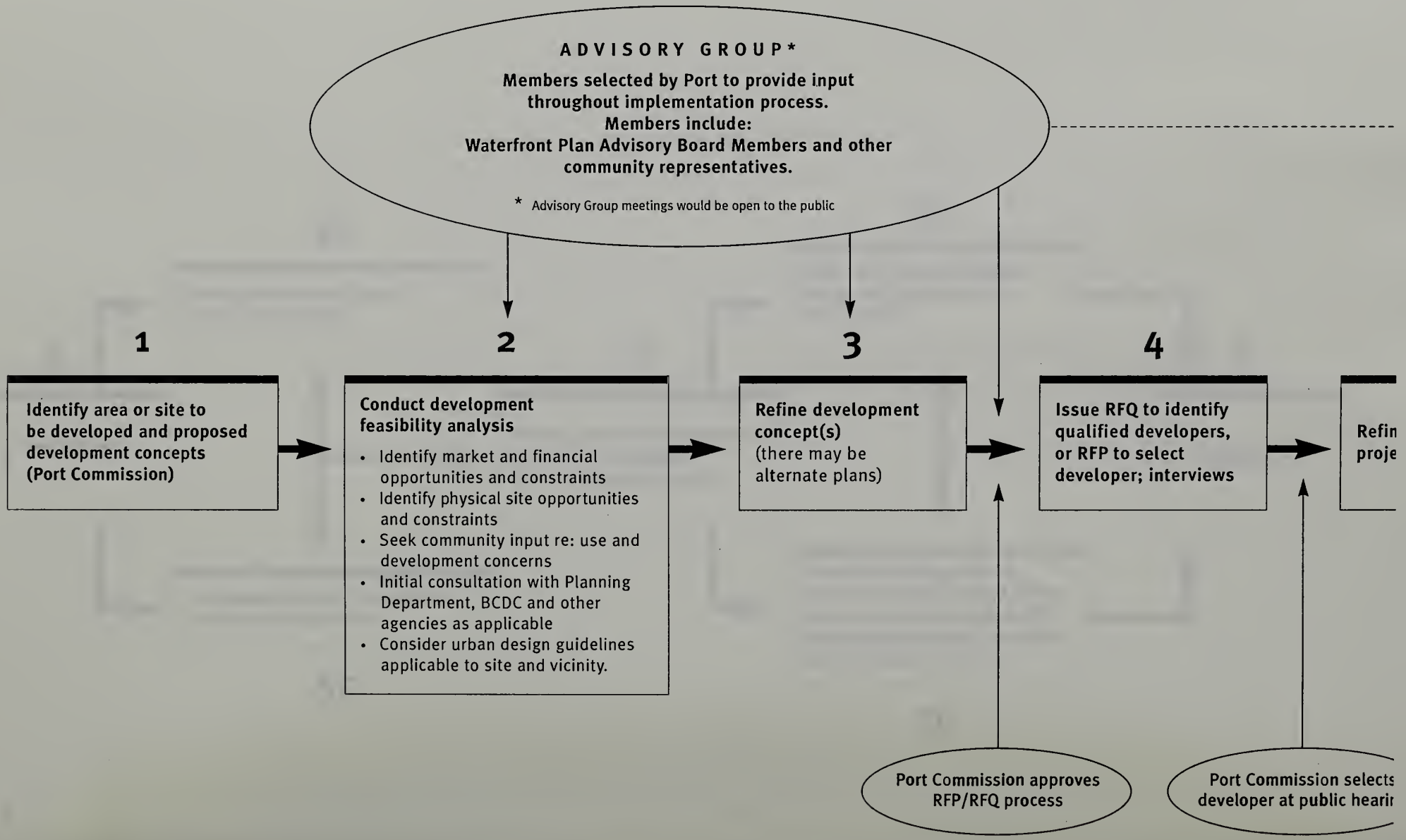
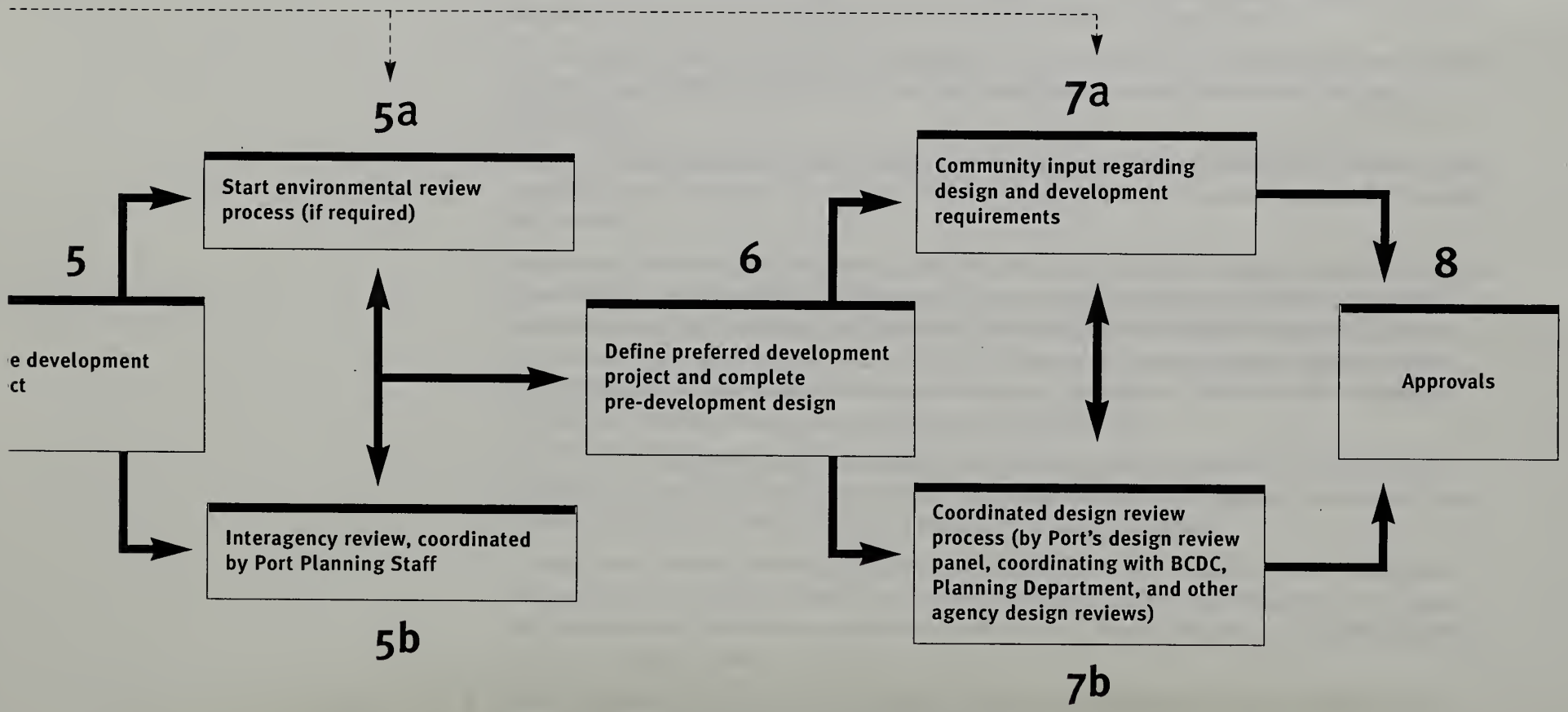
1 Establish an advisory group for major projects to provide input and guidance at an early stage in the process when the feasibility of alternative development concepts is analyzed, thereby encouraging community participation and input prior to identifying a development concept. Once the development concept has been defined and applicable requests for qualifications and/or requests for proposals have been issued, the function of the advisory group would be completed. However, individual advisory group members would be encouraged to participate along with other interested citizens in all public hearings and community input meetings that are held to review the project as it proceeds through the permitting and development process.

Waterfront Plan Implementation Process


ADVISORY GROUP*
Members selected by Port to provide input throughout implementation process.
Members include:
Waterfront Plan Advisory Board Members and other community representatives.
* Advisory Group meetings would be open to the public
1
Identify area or site to be developed and proposed development concepts (Port Commission)
2
Conduct development feasibility analysis
• Identify market and financial opportunities and constraints
• Identify physical site opportunities and constraints
• Seek community input re: use and development concerns
• Initial consultation with Planning Department, BCDC and other agencies as applicable
• Consider urban design guidelines applicable to site and vicinity.
3
Refine development concept(s) (there may be alternate plans)
4
Issue RFQ to identify qualified developers, or RFP to select developer; interviews
Refin
proje
Port Commission approves RFP/RFQ process
Port Commission selects developer at public heari


5a
7a
Start environmental review process (if required)
Community input regarding design and development requirements
5
6
8
e development
ct
Define preferred development project and complete pre-development design
Approvals
Interagency review, coordinated by Port Planning Staff
Coordinated design review process (by Port's design review panel, coordinating with BCDC, Planning Department, and other agency design reviews)
5b
7b

2 The Port should select community representatives and other qualified individuals to serve as part of the advisory group, as appropriate for the site and project concept under consideration. The size of the group should reflect the importance or complexity of the project. Waterfront Plan Advisory Board members should be included, where appropriate, to offer their expertise and provide continuity in the planning process.

3 Urban design policies and design guidelines should be considered in identifying development concepts and should be reflected in the specifications included in the request for proposals.

4 Port staff should take an active role in soliciting thorough review by the Planning Department, BCDC, and other agency staffs, as appropriate, when the feasibility of potential development concepts is being analyzed.

5 The Port Commission should provide an open forum for discussion of important issues related to development concepts for major projects as part of the public hearings held to consider approvals of requests for proposals.

6 Requests for proposals should be broadly distributed, and an effort should be made to extend development opportunities to all segments of San Francisco's diverse cultural and ethnic communities. Consistent with federal, state and local laws, the Port should provide affirmative action to minorities and women for leases, concessions, contracts, subcontracts, and other business and employment opportunities. Specific steps should be identified to further this objective. In addition, a policy should be adopted whereby San Francisco residents are given priority hiring preference.

7 Once the Port Commission selects a developer (and, for larger projects, enters into an agreement to negotiate exclusively with that developer), Port staff should coordinate inter-agency involvement in the process of refining the development project program and conceptual design.

8 A design review process should be established that avoids reliance on sequential review by each agency with jurisdiction over the site, in order to 1) minimize delay and unnecessary expenses, and 2) ensure that the concerns of the respective agencies are resolved in a satisfactory manner at the earliest possible stage of the design process.

9 A joint application for project review should be considered to simplify and unify the regulatory procedures, and expedite the approval of worthy projects.

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Site Plan Approval Process

An additional possible reform identified in the planning process deserves further consideration: Streamlining the conditional use authorization process, and/or conducting a design review process that is separate from the conditional use process, to enable more uses to be permitted as of right. This concept could be integrated into a new use authorization mechanism for City Planning Department/Commission review.

Under current regulations, all non-maritime uses on Port property north of Pier 24 are designated as "conditional uses," requiring Planning Commission authorization determined under very general standards and criteria, with a possible appeal to the Board of Supervisors. This approach was adopted to ensure that new non-maritime uses would be subject to design review, and to provide the Planning Commission with authority to impose conditions on use consistent with *Master Plan* policies. However, this approach imposes a disadvantage on Port property relative to similarly situated property in adjacent districts. For example, new restaurants are classified as principal permitted uses in the C-3 district and in the South Beach-Rincon Point Redevelopment Area, whereas the same use on Port property, even if located wholly within an existing structure, requires conditional use authorization, a requirement that can add six months or more to the entitlement process. The additional time and uncertainty occasioned by this requirement increases investor risk, lowers returns on investment, and consequently limits the Port's ability to obtain favorable revenue terms in lease agreements.

An alternative would be to substitute a site plan approval process for the conditional use process, reserving the conditional use authorization for uses that are truly exceptional in nature. Formalizing the design review process and initiating review at an early point in concept development, will address many of the types of concerns currently resolved through the conditional use authorization process. A Planning Commission site plan approval requirement for substantial new projects (instead of a conditional use permit) would provide an appropriate mechanism for obtaining Planning Department input, while creating both certainty and potential flexibility for project sponsors. This mechanism may be especially well-suited to many of the larger Waterfront Mixed Use Opportunity Areas identified in the Waterfront Plan, where phased implementation of a project could best be managed through an overall site development program, reviewed pursuant to a site plan approval process. Of course, a reform of this sort will require consideration and discussion by the Planning Commission and its staff. To start the discussion, it is proposed that the site plan approval requirement could be imposed whenever any of the following circumstances arise with respect to a new development proposal:

1. Substantial modification to an existing site or structure, defined as any such improvement in excess of $1 million (subject to further discussion); or

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2 Any major alteration (to be defined) to the exterior of an existing structure, excepting repairs or maintenance necessary to restore the structure to its original or pre-existing condition, or signage and awnings consistent with City ordinances; or

3 Any significant intensification (to be defined) of an existing use or change of use within an existing structure, if that use is not a principal permitted use within the nearest adjacent use district.

As the Waterfront Land Use Plan makes its way through the legislative process, appropriate policies and, if necessary, legislation can be agreed upon regarding the process by which site-specific development or use proposals are defined, reviewed and approved. For example, as discussed in Chapter 3 under Interim Uses, it will be necessary to review existing City Planning Code provisions governing appropriate uses in selected districts near Port property to refine the list of uses which, although not appropriate for long term development, may be established on an interim basis. Other possible City Planning Code revisions may be drafted to amend parking requirements, in order to allow creative approaches to more efficiently meet parking demand generated by land uses on Port property.

State Lands Commission Approval Process

The State Lands Commission has oversight authority with respect to public trust lands. Where the State has granted responsibilities for managing trust lands to a local agency, as is the case with Port property, the State Lands Commission does not usually become directly involved in leasing decisions for specific uses. However, State Lands Commission approval of a lease is required if the lessee wants to be assured that the State would continue to honor the lease in the event the trust grant to the local agency were revoked. (Public Resources Code §6701.) Approval is therefore often sought for projects involving a long lease term where substantial improvements are to be made to the trust property.

In reviewing leases under this statute, the State Lands Commission must make the following determinations:

1 That such lease, contract, or other instrument is in accordance with the terms of the grant or grants under which title to the tide or submerged lands in question is held.

2 That the proceeds of such lease, contract, or other instrument shall be deposited in an appropriate fund expendable only for statewide purposes authorized by a legislative grant.

3 That such lease, contract, or other instrument is in the best interests of the State.

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If State Lands fails to make the necessary determinations within 90 days of receipt of a complete application for review, then, unless the time period is extended by mutual consent, the lease agreement is deemed approved. In some cases, State Lands review could begin about the same time as BCDC permit review, if BCDC review is necessary. However, if BCDC's final decision were to alter the lease agreement significantly, then State Lands review would be delayed.

This additional level of review for any significant project along the waterfront adds considerably to the already lengthy and costly local and regional approval process. Consequently, it is critical that local agency review and approval processes be as efficient as possible. In addition, in light of State budget constraints and staff reductions at the State Lands Commission, the Port should closely monitor this State review process, and identify ways of minimizing delay. An additional delay in project approval of three months or more, added to an already multi-year entitlement process, could be a further deterrent to investment in Port projects.

Future Review of the Plan

Whenever there is a proposal to significantly change the status quo, it is important to build in a subsequent review process to ensure that new problems are not merely being substituted for old problems. In fact, Proposition H calls for review of the Waterfront Land Use Plan with a report back to the Port Commission every five years, to reevaluate conditions in light of the policies embodied in the initiative. Such a review process would also provide an opportunity to learn from development projects undertaken prior to that date, and to refine the development and entitlement process through further policy amendments or legislative action, if necessary.

In addition, strategies for maritime industries should be re-evaluated at that time. In addition to the required five year Plan reviews, changes in circumstances or new approaches to development may warrant amendments to the Waterfront Land Use Plan in between 5 year reviews. As for all long-range plans, ongoing review, updating and monitoring of the Waterfront Plan will help ensure that the policies continue to be relevant and provide appropriate guidance for future actions.

Financial Aspects of Plan Implementation

Funding Sources

As discussed in Chapter 1, under the *Burton Act*, revenues generated by the Port are to be used only for Port purposes. The Port receives no operating subsidies from the City. Thus, although the Port is structured much like other City departments, it is unique in that it must discharge its duties in furtherance of statewide interests, and does so without monies from the City's general fund. And, its duties and constituents are extremely varied.

Funding sources for Port capital projects include revenue bonds, operating revenues, operating fund accumulated surplus, grants, and general obligation bonds. Unfortunately these funding sources are not likely to yield significant new capital funds in the near future.

Revenue Bonds

Revenue Bonds (bonds secured by a pledge of net operating revenues of the Port) have been the Port's traditional method of financing capital projects. Revenue Bond financing amortizes project costs over the useful life of the project, matching cost and benefit. The Port currently does not have additional debt capacity, nor will it have such capacity in the future unless it identifies new revenue-generating uses for its property.

The Port recently refinanced its revenue bonds, which will result in a savings of $10.6 million beginning in fiscal year 1994/95. The Port received $5.4 million at the completion of the bond sale. These funds have been allocated for improvements at Fisherman's Wharf, the Pier 35 cruise terminal and capital equipment, and will be expended within 2 years. More recently, the Port has been able to fund a few small capital projects.

Operating Revenues

Over the last several years, due to the constraints of its annual operating budget, the Port has been unable to fund even small capital projects. Soon, the Port expects to be able to fund a few small capital projects because it has increased revenues from existing facilities.

Operating Fund Accumulated Surplus

Funds are added to surplus each year when actual revenues exceed actual expenditures. The Port's Capital Plan needs are far in excess of any surplus that the Port is likely to accrue in the absence of new revenue-generating projects.

Grants

Although the Port has been very successful in obtaining grants in recent years, the availability of grant funds is limited and the Port often must compete with other City and regional agencies for scarce funds. Grants also usually require at least 25% in matching funds. Although the Port continues to seek and obtain grant funds, they are not a reliable funding source for capital projects. As the competition for grants gets tighter, relying on this "revenue" source as a means to make major capital investment decisions will become an even riskier and uncertain way for the Port to run its business.

General Obligation Bonds

General obligation bonds are bonds secured by the taxing authority of the City & County of San Francisco. In the past, the Port has explored this alternative funding source with the City. The argument for the use of City tax support to fund Port projects is that the benefits of Port projects have a City-wide economic impact. On the other hand, there is long standing sentiment that the Port should be entirely self-supporting and there is little incentive to change this view given the many other City projects and priorities (schools, hospitals, libraries, etc.) for which there are limited funding alternatives. General obligation bonds for Port purposes are probably unrealistic in light of the City's current budget shortfalls and limited debt capacity, but should be considered in the future when the City's economic condition improves.

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Effect of the Waterfront Land Use Plan on the Port's Finances

In light of the Port's financial needs and the economic benefits it brings to the City and the region, the Waterfront Plan Advisory Board proposed to develop a balanced and implementable Waterfront Land Use Plan that allows the Port to maintain a sound and diverse economic and fiscal structure, while continuing to provide for the needs of San Francisco's maritime industries and for new public access, open space and other public benefit waterfront projects.

Towards that end, the firm of Economics and Planning Systems (EPS) was hired during the planning process to analyze the financial and economic impacts of the mix of land uses that the Advisory Board considered for the waterfront. EPS produced a computer model for the Port that incorporates potential costs and revenues associated with different land use choices. The computer model provided general financial information to assist the Advisory Board in formulating this recommended Draft Waterfront Land Use Plan. Land uses were considered first on sound planning criteria, and second with an eye towards their revenue implications. The model provided a check to guard against a plan that may not be financially viable and might leave the Port in a worse financial state.

The Advisory Board studied the financial implications of several land use scenarios that could occur under the recommended Waterfront Land Use Plan. They determined that the type and level of land uses that could result from the Plan would, in aggregate, yield significantly better financial results than the more limited development opportunities permitted under existing regulatory conditions, but that such development would not likely meet all of the Port's financial requirements. As a result, the Advisory Board determined that, although the Waterfront Land Use Plan is a key component of the Port's strategy for improving the condition and enjoyment of the waterfront, it is not sufficient by itself to ensure the Port's future fiscal health. The Advisory Board concluded that the following additional strategies will be necessary to supplement the potential revenue benefits derived from the Waterfront Plan:

- Identify other funding and financing mechanisms to increase the Port's long-range capital reserve beyond the level already assumed in the financial model analyses. (Possible sources: outside funding, operational efficiencies, General Obligation Bonds, private subscriptions to help fund public projects).
- Encourage the possibility of new regional or shared organizational and budgeting arrangements such as a regional port system, or combining the Port and San Francisco International Airport, recognizing that such ventures would need to overcome significant legal, financial and political hurdles.

- Institute operational improvements such as improved marketing and leasing decisions, facility cost accounting in a computerized format (including revenues), and detailed programming for maintenance services.
- Recommend against any further transfer (or attempts thereof) of Port funds to the City's General Fund, such as the State legislation passed in 1992.
- Explore the ability of the Port to retain tax revenues (including property, payroll, business taxes) derived from Port tenants, and ask the City for funding for open space purposes.

The Need for a Flexible Plan

In light of the Port's financial condition, and the rapid changes which occur in its maritime and non-maritime operations, an important conclusion has emerged and is reflected in the Draft Waterfront Land Use Plan: the Waterfront Land Use Plan should be flexible. The Waterfront Plan should permit a variety of appropriate uses to be located on Port properties that currently are underutilized or deteriorating. Such flexibility will allow the Port to more readily respond to market conditions and development opportunities as it balances the needs of existing tenancies, community concerns and management objectives.

"Flexibility" is not meant to imply that the Port will be able to single-handedly dictate the rules by which waterfront land use decisions are made. Clearly, the City Planning Commission, Bay Conservation and Development Commission and the State Lands Commission will continue to review projects for compliance with their regulations. Instead, the Port will be able to consider a wider array of uses, predetermined to be acceptable to all parties, provided that they meet the Goals, Area Objectives, General Land Use Policies and Development Standards outlined in the Plan. The objective is to allow the Port to more effectively manage its property than in the past, within a framework of streamlined and coordinated land use policies, controls and processes.

number of temporary berthings has been relatively stable in the past few years (130 in 1990, 137 in 1991, 139 in 1992, and 134 in 1993) the rate at which they will occur in future years is difficult to predict.

The Port also provides berthing for ceremonial ships. Despite the Port's favorable location and San Francisco's reputation as an international cultural and tourist center, demand for this use has been erratic because promotional and special events are not routine. In recent years, the demand for ceremonial berthing varied from 45 visits in 1990, to 78 in 1991.

In order to accommodate the full range of temporary and ceremonial vessel needs, berthing facilities ideally should include truck access and turnaround areas, utilities, strong pier substructures and fender systems, parking, and security. Because of the irregularity of demand for these facilities, and the limited revenues to support improvements and maintenance, these activities are best accommodated through facilities shared with other users. Although revenues from this activity may not be sufficient to fund improvements, this use would be an ideal attraction and complement to mixed-use projects on the waterfront.

Dredging

Although the Port is a naturally deep harbor, annual dredging is required to maintain berth and channel depths. Regulations governing dredging have recently become more complex and costly. Because of the decreased capacity at existing in-bay disposal sites and growing concerns about the potential environmental impacts of dredging, the entire Bay Area faces limitations on the ability to dredge in the near - and long-term future. A $16 million regional "Long-Term Management Strategy for Dredged Material Disposal" ("LTMS") is underway to establish a 50 year strategy and alternatives for disposing of dredged materials in the most economical and environmentally sensitive way. The conclusions so far indicate that while ocean and upland disposal alternatives may provide new capacity, future testing and disposal costs will be far more expensive than in the past. For example, the 1991/92 dredging costs for newsprint cargo shipping operations at Piers 27-29 went from 6% of total revenues for in-bay disposal to about 85% of total revenues for upland disposal.

In the meantime, the Port of San Francisco has reduced its annual dredging to serve only those facilities with urgent and immediate needs. As a result, the Port has had to relocate cargo shipping tenants from the Port's China Basin break-bulk terminal to other marine terminals, and the China Basin terminal will most likely be re-leased for uses that do not require deep water access.

These recent examples indicate the potentially devastating land use and financial impacts the Port faces with respect to dredging. In addition, the Port is now required to fund water quality regional monitoring programs and new permit fees. New opportunities to generate revenues must be found to help offset the increasing dredging costs associated with maritime operations.

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Appendix B

Text of Proposition H Ordinance

Passed by the San Francisco voters in November 1990

Be it ordained by the people of the City and County of San Francisco that the Administrative Code is hereby amended by adding a new Chapter as follows:

Section 1 — Findings and Declaration of Policy

The people of the City and County of San Francisco find and declare:

a. Whereas, the waterfront of San Francisco is an irreplaceable public resource of the highest value;

b. Whereas, the most beneficial and appropriate use of the waterfront is for purposes related to and dependent on their proximity to San Francisco Bay and the Pacific Ocean, such as maritime uses, public access to, and restoration of, San Francisco Bay;

c. Whereas, San Francisco holds the waterfront in Trust for the People of California;

d. Whereas, maritime uses, public access to, and restoration of San Francisco Bay serve San Francisco residents, and provide significant economic, social and environmental benefits to San Francisco and its residents, including a diversity of employment opportunities and better access to a healthier San Francisco Bay;

e. Whereas, the waterfront contains structures of historical and architectural importance;

f. Whereas, it is poor planning to approve waterfront land uses on an ad hoc basis, rather than as part of a comprehensive waterfront land use plan;

g. Whereas, it is in the interest of San Francisco to develop a strong and economically vital waterfront with adequate public access to and restoration of San Francisco Bay; and

h. Whereas, changing conditions in the maritime industry such as deeper draft vessels and increased awareness of the negative environmental impacts of dredging and dredge-spoil dumping indicate that cargo handling at the Port of San Francisco could increase dramatically;

Therefore the people of San Francisco declare that it is the policy of the City and County of San Francisco that:

a. the waterfront be reserved for maritime uses, public access, and projects which aid in the preservation and restoration of the environment;

b. where such land uses are infeasible or impossible, only acceptable non-maritime land uses as set forth in this ordinance shall be allowed;

c. a waterfront land use plan shall be prepared (as set forth in Section 2 of this ordinance) to further define acceptable and unacceptable non-maritime land uses and to assign land uses for specific waterfront parcels.

Appendix C

Glossary of Terms

Academic Institutions - Institutions or classrooms for educational purposes, including but not limited to: academic, professional, cultural, business, technical, industrial arts, fine arts or other types of education.

Accessory Parking - Parking which is associated with existing Port activities or which is provided as a requirement for new development.

Artist/Designer Studios and Galleries - Facilities for artisans and designers (e.g. artists, designers, craft-persons, graphic artists, sculptors, wood workers, etc.) including but not limited to: space for manufacturing/creating, exhibiting and/or selling of products (e.g. studios, galleries, workshops, warehouses), which shall not be used for residences unless all applicable local and state authorizations are obtained.

Assembly and Entertainment - Facilities for entertainment and attractions including but not limited to: band shells, auditoriums, theaters (cinemas and live performances), night clubs, amusement parks, conference, convention and event facilities, exhibition halls, public markets and children's entertainment.

Bay Oriented Commercial Recreation and Public Assembly Uses - Facilities specifically designed to attract large numbers of people to enjoy the Bay and its shoreline, such as restaurants, specialty shops and hotels. (*San Francisco Bay Plan*, p. 36)

Break-bulk - Freight which generally is made up of similar size pieces which is loaded into or unloaded from a ship's hold in small bulk quantities, usually loosely, on a pallet or in a cargo net. Breakbulk was the traditional method of cargo handling along the Port's finger piers before innovations in container cargo shipping.

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~~**Bulkhead Buildings**~~ - Structures, generally built on top of the seawall north of China Basin Channel, most of which extend between pierhead buildings.

Burton Act - State legislation which sets the terms and conditions for the transfer of Port property to the jurisdiction of the City and County of San Francisco, subject to control and management by a local Port Commission. (*California Statutes*, Chapter 1333, 1968.)

California State Lands Commission - A State agency with jurisdiction over the lands granted in trust to the Port of San Francisco. Commission staff monitors Port activities and projects to ensure compliance with the *Burton Act* (legislation that transferred Port lands to the City) and the public trust doctrine.

Cargo Shipping - Primary, support and ancillary facilities for waterborne transport of cargo shipped in container boxes or in bulk (dry bulk, liquid bulk, break-bulk, neo-bulk) including but not limited to: shipping terminals and berths, cargo handling, storage and warehousing, equipment storage and repair facilities, cargo sourcing, container freight stations, freight rail and truck access, ship servicing, administrative functions, and employee support services, (e.g. training facilities, parking).

Community Facilities - Public safety and community service facilities, including but not limited to: fire and police stations, postal services, day care, health care, libraries, community meeting rooms, and medical emergency helipad.

Container Cargo - Cargo which is transported in standard sized boxes.

Dry Bulk - Dry loose freight, such as grain and various ores, which is loaded or unloaded via conveyor belts, spouts or scoops.

Ferry & Excursion Boats and Water Taxis - Primary, support and ancillary facilities for waterborne transportation (e.g. commuter ferries, water taxis, hovercrafts) or short-term excursions (e.g. charter boats, mini-cruises, sightseeing, gaming, dining and entertainment on the water) including but not limited to: passenger terminals and berthing areas, storage, employee or passenger parking, administrative functions, ship servicing areas, layover berths, fueling stations and other boat or passenger services.

Fill - As defined in the *McAteer-Petris Act* which created the Bay Conservation and Development Commission, fill means "earth or any other substance or material including pilings or structures placed on pilings, and structures floating at some or all times and moored for extended periods, such as houseboats and floating docks."

Fill Credit - A proposed concept whereby existing fill could be removed and relocated to another site.

Fishing Industry - Primary, support and ancillary facilities for commercial or sport fishing operations including but not limited to: fishing boat berths and harbors, fish processing, handling (e.g. cleaning and packing) and distribution facilities, support services (e.g. fuel docks, Fisherman's Wharf Chapel, fishing research and education facilities), storage, maintenance and administrative functions, and employee services (e.g. training facilities and parking).

General Industry - Facilities for enclosed and open air industrial activities, including but not limited to: recycling operations, automobile repair and related services, bio-remediation, sand and gravel operations, transmission facilities, and manufacturing operations.

General Office - Includes but is not limited to: administrative, management, executive, business service, research and development, and professional services for small and large companies.

Historic Ships - Primary, support and ancillary facilities for display of historic vessels including but not limited to: berthing areas, museum/exhibit and administrative space, storage maintenance and workshop space and employee and visitor parking.

Hotel - Facilities for overnight lodging, including hotels, boatels, bed and breakfast [except for overnight lodging on ships which is consistent with a primary water-dependent use (e.g. temporary or ceremonial berthing, recreational berthing, ~~etc.~~)] 206

Liquid Bulk - Liquid freight, such as petroleum or vegetable oil, which is shipped in tankers rather than in drums or other small, individual units.

Maritime - A general term used to describe industrial, commercial or recreation activities related to waterborne commerce, navigation and recreation, including but not limited to: cargo shipping, ship repair, ferries and excursion boats, cruises, recreational boating, historic ships, fishing industry, berthing.

Maritime Office - Administrative and business functions for any maritime industry including, but not limited to: import/export businesses, legal and professional services.

Maritime Support Services - Ancillary functions needed to support maritime activities including but not limited to: tug and tow operations, bar pilots, ship chandlers, associated parking and maintenance, equipment storage, repair and warehouse facilities, environmental services, Foreign Trade Zone and Port maintenance.

McAteer-Petris Act - An Act passed by the State legislative in 1969 which created the San Francisco Bay Conservation and Development Commission (BCDC).

Museums - Includes but is not limited to: facilities for exhibits on San Francisco history, maritime history, ongoing exhibitions, cultural and exhibit space, etc.

Neo-bulk - Freight such as autos, steel products and newsprint paper rolls which is shipped in large bulk quantities.

Non-Accessory Parking - Parking open to general public use which is not specifically to serve existing Port activities or required for new development.

Non-Water Dependent Activities - Activities and land uses which do not require access to the water in order to function.

Open Space - Includes but is not limited to: parks, wildlife habitat, wetlands, large plazas, tot lots, fishing piers and related public amenities.

Parking - Includes but is not limited to: surface parking lots or above or below grade garages. (See also Accessory Parking and Non-Accessory Parking.)

Passenger Cruise Ships - Primary, support and ancillary facilities for large, generally international passenger cruise vessels with sleeping accommodations typically for over 250 passengers (e.g. ships providing long-distance vacation and recreation voyages which may include gaming, dining and entertainment on board), including but not limited to: passenger terminals and berthing areas, waiting and customs areas, publicly accessible bon voyage and greeting areas, and passenger-serving retail, entertainment and commercial services, ship servicing areas, bus, taxi and visitor pick-up/drop-off and parking areas.

~~Pierhead Buildings~~ - Structures, generally built on top of the seawall and spanning the width of the pier, which are the entrances to piers.

Piers - Pile-supported structures over water, which generally have more regulatory restrictions imposed on their use than other Port facilities. The fact that a Port facility is, or is not, commonly referred to as a "pier" does not necessarily mean it is in fact a Pier. The actual construction characteristics, as opposed to the common names of facilities, is the determining factor.

Port-Priority Use and Port-Priority Use Areas - The BCDC/MTC *Seaport Plan* designates areas that should be reserved for port priority uses, including marine terminals and directly-related ancillary activities such as container freight stations, transit sheds and other temporary storage, ship repair, and support transportation uses including trucking and railroad yards, freight forwarders, government offices related to the port activity, chandlers and marine services. Uses that are permitted within port-priority use areas may also include public access and public and commercial recreational development, provided they do not significantly impair the efficient utilization of the port area.

PortWalk - New public access walkways and amenities extending onto piers, where feasible, as major new mixed use pier developments occur that, together with public sidewalks and rights-of-way and pedestrian improvements under construction along The Embarcadero, will provide continuous pedestrian access through waterfront activity areas. PortWalk improvements will primarily be located north of China Basin, but also could be established south of China Basin where possible.

Power Plants - Facilities and utility installations to generate power including, but not limited to, cogeneration power plants.

Proposition H - A ballot measure adopted by San Francisco voters in November 1990 which imposed a moratorium on new "non-maritime" development pending completion of a land use plan for a portion of the waterfront property under the jurisdiction of the Port of San Francisco, and prohibited hotel developments or boatels on that property.

Public Access - Areas or features which are open to the public, often provided as part of new development, including but not limited to: esplanades, boardwalks, pedestrian access to piers, small plazas, visual or informational displays, kiosks, signage, public fishing and viewing areas and related public amenities.

Public Trust - Under the public trust doctrine, title to tidelands and lands under navigable waters (as existed when California became a state) is held in trust by the State for the benefit of the people of California and must be used for purposes of commerce, navigation and fishing as well as for environmental and recreational purposes. The Port of San Francisco is the trustee for public trust lands granted to the City by State legislation in 1968 (i.e. the *Burton Act*).

Recreational Boating and Water Use - Primary, support and ancillary facilities for recreational boating and other water sport enthusiasts (e.g. swimmers, kayakers and windsurfers) including but not limited to: sailing center for yachting events, swimming, rowing and boating clubs, marinas, visiting boat docks and moorings, boat rental facilities, boat launches, fueling stations, repair and dry storage facilities, administrative functions, visitor, boat trailer and employee parking, public restrooms, and other public facilities.

Recreational Enterprises - Facilities for non-maritime recreation-oriented activities including but not limited to: athletic fitness facilities, indoor and outdoor sports courts, jogging tracks, health and fitness centers and other non-maritime recreation amenities.

Residential - Includes but is not limited to: multi-family unit developments, and, in the southern waterfront, an RV park.

Retail - Retail sales of goods and services, including but not limited to: restaurants and other eating and drinking establishments, shops, personal services, dry goods, public and other markets, retail outlets, gas stations and carwashes.

San Francisco Bay Conservation & Development Commission (BCDC) - A state-created agency with authority to permit or deny any project in or over the San Francisco Bay or within 100 feet of the shoreline, after reviewing the project in light of specified criteria. BCDC's responsibilities include protecting San Francisco Bay from excessive fill and preserving the Bay waterfront for Bay-oriented or water-dependent uses.

Seawall Lots (or "SWL") - Parcels of land owned by the Port which generally lie inland of the seawall which separates land from the Bay. North of China Basin, seawall lots usually are located across The Embarcadero from the water (or along Jefferson Street in Fisherman's Wharf or near King Street in South Beach). South of China Basin, seawall lots more often abut the water, but they are not pile-supported structures like piers.

Ship Repair - Primary, support and ancillary facilities for repair, restoration, and maintenance of large and small vessels, including but not limited to: drydock and berthing areas, warehouses, workshop and storage areas, administrative functions, and employee support services, (e.g. training facilities, parking).

Acknowledgments*

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Art Agnos

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* We have made every effort to acknowledge all individuals and their stated affiliations, and all community and governmental organizations that participated in the development of this Draft Waterfront Land Use Plan. If we have inadvertently omitted or misstated your name or organization, or if you would like to update your affiliations, please call the Waterfront Land Use Plan Hotline at 274-0354 with requested changes. Corrections will be made in the Final Waterfront Land Use Plan.

Thank you to the members of the Waterfront Plan Advisory Board for their extraordinary dedication and commitment to this public planning effort.*

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* For additional affiliations of the Advisory Board members please call the Waterfront Plan Hotline at 274-0361

SAN FRANCISCO
PORT COMMISSION

JUNE 10, 1997
MINUTES OF THE REGULAR MEETING

MEMBERS, PORT COMMISSION

HON. MICHAEL HARDEMAN, PRESIDENT
HON. DENISE McCARTHY, VICE PRESIDENT
HON. FRANKIE G. LEE
HON. JAMES HERMAN

DOUGLAS F. WONG, EXECUTIVE DIRECTOR

CITY & COUNTY OF SAN FRANCISCO
PORT COMMISSION

MINUTES OF THE REGULAR MEETING
JUNE 10, 1997

1. ROLL CALL

The meeting was called to order by Commission President Michael Hardeman at 4:25 p.m. Commissioners Hardeman, McCarthy and Lee were present. Commissioner Herman was not present.

2. APPROVAL OF MINUTES - May 12, 1997 Special Meeting
- May 27, 1997 Regular Meeting

ACTION: Commissioner McCarthy moved approval; Commissioner Lee seconded the motion. All of the Commissioners were in favor; minutes of the May 12, 1997 Special Meeting were adopted.

ACTION: Commissioner Lee moved approval; Commissioner McCarthy seconded the motion. All of the Commissioners were in favor; minutes of the May 27, 1997 meeting were adopted.

3. EXECUTIVE

A. Executive Director's Report:

Mr. Wong reported that last Thursday, the Rhapsody of the Seas, the largest passenger cruise ship ever to have visited San Francisco graced our waterfront, bringing with it Richard Fain, the president of Royal Caribbean Cruises and a complement of all of their top sales, marketing and operations staff. It afforded us a unique opportunity to strengthen our working relationship with Royal Caribbean and allowed us to show them San Francisco as a primary cruise port.

All of the operational and marketing critiques from the line indicated that San Francisco performed beyond their expectations and they announced that they will return to the City with their next ship to be built and released in 1998. This was a very successful three days for both the Port and our customer, Royal Caribbean Cruises International. He thanked Gerry Roybal for doing a wonderful job.

Mr. Wong reported that the sport fishing industry is a very important intrical part of the Fisherman's Wharf and the Port. In order to support and revitalize the sport

fishing industry, last year the Port and Scoma's restaurant jointly developed a sport fishing boat booking office at Pier 47. To further support and expand the sport fishing industry at Fisherman's Wharf, Port staff recently met with operators of the sport fishing boats to get their input on how the Port could actually help with their marketing and business. At their suggestion, the Port placed an ad on the Bay City Guide and it featured Jacky and her boat. He provided the Commissioners a copy of the guide and added that a copy will also be sent to Jacky.

4. MARITIME

5. REAL ESTATE AND ASSET MANAGEMENT

A. Consent to assignment of leases by Red & White Fleet, Inc. to Fisherman's Wharf Bay Cruise Corporation for premises at Pier 43-½ and to Blue & Gold Fleet, Limited Partnership, for premises at Pier 41, both located on the Embarcadero at Fisherman's Wharf. (Resolution No. 97-45)

Mr. Kirk Bennett indicated that Red & White Fleet, Inc. operates a ferry and excursion business pursuant to two leases with the Port for premises located on the Embarcadero at Fisherman's Wharf. Port Lease No. L-9183 is for premises located at Pier 41 and Port Lease L-9176 is for premises located at Pier 43-½. The term of the Pier 41 lease commended April 1, 1975 and terminates March 31, 2015, while the term of the Pier 43-½ lease commenced August 1, 1975 and terminates July 31, 2000. Both leases provide for the payment of base rent and percentage rent based upon the gross receipts of the operations involving the premises.

In 1993, disputes developed between the Port and Red & White regarding the gross revenues and receipts reported to the Port by Red & White pursuant to the Pier 41 lease and the Pier 43-½ lease and regarding the manner in which percentage rents paid to the Port under these leases was calculated. Other disputes also developed between the Port and Red & White regarding these leases.

In 1995, Red & White requested that the Port consent to the assignment of both the Pier 41 lease and the Pier 43-½ lease to Blue & Gold Fleet. The Port took the position that it would not consent to this assignment until the disputes between the Port and Red & White were satisfactorily resolved. A settlement agreement was subsequently reached between the Port and Red & White and on June 25, 1996, the Port Commission consented to the assignment of these leases to Blue & Gold. However, the California Attorney General subsequently challenged the contemplated sale of the Red & White assets and the assignment of the Pier 41 lease and the Pier 43-½ lease to Blue & Gold and required that Red & White sell a portion of its assets, including the Pier 43-½ lease to an entity other than Blue & Gold. Following a solicitation of proposals, Red & White entered into an agreement to sell its leasehold interest in the Pier 43-½ lease to any entity -- Fisherman's Wharf Bay Cruise Corporation, which name was subsequently changed to Golden Gate Scenic Steamship Lines. This agreement also provided for the sale to Bay Cruise Corporation of the Red & White name, three passenger vessels and Red & White's Bay Cruise and Bay

Charter operations.

Bay Cruise Corporation, however, conditioned its purchase from Red & White upon the term of the Pier 43-½ lease being extended to a term similar to that of the Pier 431 lease. This required an amendment to the settlement agreement with Red & White, including an extension of its term, as well as payment of an extension fee and an increase in the base rent for the Pier 43½ lease. Subject to the approval of this amendment to the settlement agreement with Red & White by the Port Commission, Port staff recommends that the Port Commission consent to the assignment of the Pier 41 lease from Red & White to Blue & Gold, and the assignment of the Pier 43½ lease from Red & White to Golden Gate Scenic Steamship Lines. These assignments will be subject to all the terms and conditions of the settlement agreement with Red & White.

Mr. Bennett mentioned that a substitute resolution was provided the Commission and he then enumerated the changes to the original resolution. Mr. Bennett introduced Tom Escher, Golden Gate Scenic Steamship Lines, Al Zurawksi of Red & White, and Ron Duckhorn of Blue and Gold. Mr. Escher thanked the Commissioners and Port staff for the time and effort they've spent on this matter and he looks forward to serving the Port and the tourists, visitors to San Francisco.

ACTION: Commissioner Lee moved approval; Commissioner McCarthy seconded the motion. All of the Commissioners were in favor; the resolution was adopted.

B. Approval of ten-year lease with Big "C" Traders, Ltd. for maritime related office activities at Pier 1-½ (the Embarcadero between Washington and Jackson Street). (Resolution No. 97-46) **THIS ITEM WAS CONTINUED**

6. FACILITIES & OPERATIONS

A. Status of Pier 98 Wetlands Enhancement and Public Access Project.

Carol Bach, Project Manager in Facilities & Operations, stated that Pier 98 is approximately a 25-acre site. Placement of fill initially begun in 1970 when the site was permitted for construction as a 48-acre shipping terminal. Fill was placed between 1970 and 1977. During that period, approximately two acres of fill were placed outside of the permitted area and some amount of unauthorized organic materials was placed in the northwest portion of the site. As a result of those two factors, the site was subjected to regulatory dispute between BCDC and the Port Commission and resolved in 1993 with an agreement adopted by the two Commissions. Under the terms of the agreement, the Port is obligated to develop design plans and seek funding for implementation of a project which would protect existing wetlands at the site, create five acres of new tidal wetlands, and provide public access improvements such as trails, a picnic area and interpretive signs.

In summer of 1996, the Public Utilities Commission committed to contribute $1

million toward implementation of the project. At the end of 1996, staff secured agreement from the Regional Water Quality Control Board (RWQCB) to revise the capping and grading requirements in order to allow the wetlands enhancement to be done. Within the last few months, staff has completed an analysis of various alternative configurations for how the project could be constructed and developed as a recommended alternative. That recommended alternative is illustrated in the drawing. It includes enhancement and stabilization of existing tidal marsh and one acre of intertidal ponds, excavation of material to create five acres of new wetlands, and clearing and revegetation of the remainder of the site with native plants. Proposed amenities will include a small picnic area with tables, barbecue pits and a portable restroom, improvements to existing trails and fishing areas, interpretive signs, benches, bird blind and bird viewing area. The proposal includes covering the non-inert fill area, which comprises 4½ acres in the northwest portion with geosynthetic clay liner, required to meet RWQCB standards for containment of the non-inert fill. The remaining 13 acres of upland area will be cleared and the site will be regraded and soil prepared for revegetation of native plants.

Port staff will present the recommended alternative to the BCDC enforcement committee on June 11, 1997 and to the full Commission for a vote on June 19, 1997. If the recommended alternative is adopted by BCDC, it will be brought back to the Port Commission for adoption. Based upon input received from the Commissions, the public and regulatory agencies regarding the recommended project scope, Port staff and consultants will develop a preliminary design by late 1997. Final design is anticipated by mid-1998. Construction of both phases is expected to take approximately six months, completing the project by the end of 1998.

The current cost estimate is at $1.9 million. Our capital plan for 1997/98 currently allows for funding of the remaining $943,000 required to complete construction. However, Port staff has been working diligently and continue to work diligently to find other sources of fundings. We have been working the Coastal Commission on getting money for habitat enhancement. We have had a very promising initial discussion with the California State Resources Agency Habitat Conservation Program and other federal and state sources of funding.

Veronica Sanchez, Manager of Governmental Affairs, reported that she had a conversation with Assemblyman Shelley who is trying to push along money for this project. He has taken a very serious interest in this matter as he is a long standing advocate of wetlands and restoration project and public access projects in San Francisco.

In response to Commissioner McCarthy's inquiry about BCDC's concurrence with this project, Ms. Bach replied that Port staff has been working closely with BCDC staff and has their support that they recommend adoption of this alternative.

7. PLANNING & DEVELOPMENT

A. Approval of fifth amendment for the Professional Services Contract No. SA 3930045,

"Downtown Ferry Terminal Project," to authorize additional design and documentation work with the ROMA Design Group. (Resolution No. 97-47)

Paul Osmundson indicated that in March 1994, the Port contracted with ROMA Design Group to assist Port staff with the design of the Downtown Ferry Terminal project. As the project progressed, Port staff successfully secured additional funding and expanded the scope of the project accordingly. Currently, we have a total of nearly $14 million from federal and state funds. On November 1994, the Commission approved Contract Amendment No. 2 for additional work including a new breakwater and relocation of the boiler room/utility area. On August 1995, the Commission approved Contract Amendment No. 3 to perform additional environmental studies related to the breakwater. On February 1997, the Commission approved Contract Amendment NO. 4 for additional breakwater structural analysis, boiler facility design issues, Ferry Plaza improvements and to more fully ensure construction compliance with construction documents.

To date, Port staff with the assistance of the consultant has prepared approximately 90% of the contract documents for the Downtown Ferry Terminal project. However, during the current Ferry Building Seismic Repair Stage II Project, several historic architectural conditions were revealed that require modifications to the design and the construction documents for the base of the Clock Tower prepared by the ROMA Design Group and its subconsultants for the Downtown Ferry Terminal Project. These architectural conditions should be incorporated into the design for the Clock Tower base and into historic preservation documents to meet local, state and federal preservation objectives and regulatory agency requirements. Documentation of these historic architectural conditions is also required. Port staff needs assistance with the permitting, environmental review and historical review processes to conclude this work.

Addressing these existing conditions issues require the following changes in the Consultant's work scope:

- Port staff requests that the consultant redesign the central concourse breakthrough under the Clock Tower base to reflect, reveal and incorporate historic architectural elements found during construction on the Ferry Building Seismic Repair Stage II Project, in order to comply with State Historic Preservation Officer ("SHPO"), Federal Emergency Management Agency ("FEMA"), and Federal Highway Administration ("FHWA") requirements for historic preservation. These architectural elements include granite footing, marble walls and terrazzo flooring.

- Port staff requests that the consultant document the historic architectural features discovered in the Clock Tower base (first floor) and area directly above on the second floor to meet historic preservation requirements. This documentation includes dimensioned drawings of these two spaces and photographs of the spaces and historic elements.

- Port staff requests that the consultant prepare specifications for the salvage, storage and reinstallation of historic architectural elements found under the Clock Tower on the first and second floors, and for the selection and installation of materials

necessary to replace those historic elements that were not salvageable.

- Port Staff requests that the Consultant assist in preparing the historic preservation documents and that the Consultant attend meetings with regulatory agencies for the Downtown Ferry Terminal Project in order to secure the historic preservation clearances required pursuant to Code of Federal Regulations Section 106 for projects with federal funding.

- Port staff requests that the Consultant assist in completing permitting and environmental review documents, and that the Consultant attend meetings with regulatory agencies for the Downtown Ferry Terminal Project, in order to secure the environmental clearances required pursuant to the National Environmental Policy Act for projects with federal funding and the permits required for this work to proceed.

The estimated construction cost of the complete Downtown Ferry Terminal Project is approximately $17,000,000. Currently the Port has secured nearly $14,000,000 from State and Federal funding agencies, and applications for additional governmental funding are pending. The project will be bid using additive bid items to ensure that the final project is fully funded. The schedule for the expenditure of outside funds for this project requires that the design be completed by August, 1997. Port staff requests that the Commission approve the Fifth Amendment to the Contract.

ACTION: Commissioner McCarthy moved approval; Commissioner Lee seconded the motion. All of the Commissioners were in favor; the resolution was adopted.

B. Public hearing on the Draft Waterfront Design and Access Element and proposed updating amendments to the Waterfront Land Use Plan.

Paul Osmundson, Director of Planning and Development, indicated that the purpose of this item is to provide the public an opportunity to address the Commission regarding issues related to the Waterfront Land Use Plan (WLUP) and the Draft Design and Access Element (DAE). Hundreds of people were involved in the preparation of the WLUP and DAE over the past six years including Port staff, BCDC staff, members of the Waterfront Plan Advisory Board (WPAB), members of the Urban Design Technical Advisory Committee (TAC), members of the public, representatives of the maritime industries and other public agencies. The amount and quality of outreach to the public over the past six years have been extraordinary. Port staff has gone far beyond the requirements of Prop H in the preparation of the Plan. He also believed that they represent a tremendous effort to develop a comprehensive plan for the waterfront that is implementable and balances the various and sometimes competing interest on the waterfront and that represents the greatest community acceptance as possible. He thanked Anne Cook and Diane Oshima, the Port's Waterfront Managers and the rest of the Planning staff for their hard work. He noted that the level of professionalism, dedication and spirit they have exhibited on the project are outstanding.

Anne Cook stated that a list of contributors to the project will be provided on June 24th, when the item will be before the Commission for approval. She gave a brief overview of the amendments to the WLUP and indicated that Diane Oshima will give an overview of the Design and Access Element, a component of the WLUP. The Commission did a thorough review of the Draft Plan in 1995, when it approved the Draft Waterfront Plan for analysis in the Waterfront Plan Environmental Impact Report (EIR). Subsequently staff published it in April 1996. The list of revisions summarizes the activities of the last two years:

(1) Production of draft amendments to the San Francisco General Plan and Planning Code in May 1995 to establish policies consistent with those in the Waterfront Plan. Those proposed revisions will be before the Planning Commission in late summer;

(2) Certification of the Final EIR by the Planning Commission was completed in January 1997;

(3) Creation of a Waterfront Urban Design Technical Advisory Committee (TAC) and development of the Draft Waterfront Design and Access Element, which contains policies and criteria to guide the design and physical character of future development projects. The committee met from January 1996 to May 1997;

(4) Production of a Draft Concept Agreement between the Port, the Bay Conservation and Development Commission (BCDC) and Save San Francisco Bay Association (Save the Bay) which establishes framework for amendments to BCDC's Bay Plan, San Francisco Special Area Plan and Total Design Plan, to enable implementation of the waterfront consistent with the McAteer-Petris Act. All of the policies are incorporated into the list of revisions;

(5) Discussions with the State Lands Commission regarding public trust issues associated with implementing the Waterfront Plan.

The proposed revisions in the beginning of the document are minor; they will actually reflect what occurs in the later chapters of the document.

Throughout the Waterfront Plan, many non-substantive revisions will be made such as removing the word, "Draft" from any references to the "Draft Waterfront Plan," updating references to the status of the Embarcadero roadway and promenade. One plan-wide map change is substantive, to reflect the removal of Piers 24, 34 and 36 set forth in the BCDC Concept Agreement.

Chapter 3 includes a lengthy proposed addition which provides a comprehensive overview of land use policies and regulations as established by the Public Trust, BCDC, Proposition H and the City and County of San Francisco. This addition is essential to inform users of the Plan about how the Waterfront Plan policies and Port efforts to develop waterfront projects are influenced by these land use controls other than the Waterfront Plan. City Attorney Noreen Ambrose and Marc Mihaly have

made the regulatory and policy context of this plan much clearer. It is important that anyone who picks up this document understand how this document fits into the overall regulatory context of the waterfront. Other proposed revisions in Chapter 3 include two land use policies that would apply to general industry uses on Port property. They have also provided updated information related to interim uses. They have updated the text to reflect that San Francisco voters passed Proposition B, the ballpark ballot measure.

In Chapter 4, most of the changes have to do with updated planning efforts and completion of projects along the waterfront and also the passage of Proposition B. She pointed out that on page 80 of the document, other revisions would result in changing all "E's" to "A's" and all "E/X's" to "E's."

In the Fisherman's Wharf Subarea, they have revised the discussion of the public plaza on the Triangle Parking Lot and Pier 43-½ to convey the Port's intent for further planning efforts for an underground garage. Port staff will work with the community to solve the long standing problems about what to do with interim parking to serve the tenants needs. Staff has also added further development standards that address water quality in the number of the sites and to the ones immediately water, they have added development standards requiring the Port to operate and manage activities to ensure compliance with all applicable environmental and water quality laws and regulations and to work with the Fisherman's Wharf Environmental Quality Advisory Committee to improve water quality.

The changes in the Ferry Building subarea reflect the progress of the Waterfront Transportation Projects.

The changes in the South Beach/China Basin subarea primarily reflect the concept agreement and the voter approval of Proposition B.

In the Southern Waterfront, most of the proposed revisions reflect that the BCDC/MTC Seaport Plan amendments have been adopted, which is consistent with the Waterfront Plan.

Chapter 5 discussion has been extensively revised to delete outdated text and to summarize the content of the Concept Agreement and proposed amendments to the City's planning documents. The Port's proposed project review process remains unchanged, but new flowcharts are proposed which generally illustrate how State Lands, BCDC and Planning Commission regulations apply to waterfront development. It still sets forth further work to be done during the remainder of this year.

Diane Oshima indicated that a number of briefings on the content of the Design and Access Element were held. This is the Port's proposed document as a companion piece to the Land Use Plan that would set forth and define existing and new public access and open spaces, views, historic preservations and historic structures and site specific criteria that are going to guide the design of future projects proposed along the waterfront. This document is a product of the Urban Design Technical Advisory

Committee (TAC), who met for over a year. The meetings were open to the public. Since releasing the May 7th version of the Design and Access Element (DAE), they continued to hold meetings with a number of community groups to solicit their comments and discuss their issues that could result in revisions to the DAE. The Planning Department staff has presented the DAE to the Planning Commission for comment. As a result, the Planning Commission signed off on some comments that were developed by the Planning Department staff. Staff has made an informational presentation to the Landmarks Preservation Advisory Board. In general, the DAE has been positively received. It is recognized as the most comprehensive and detailed assessment of what the important urban design features are that need to be identified and that new projects need to conform to as we move forward with the new waterfront improvement projects.

Ms. Oshima enumerated the highlighted comments received from various agencies:

1) Planning Commission - requested revisions to identify the existing pattern of development in the City (a waterfront goal in reuniting the City with the waterfront). Staff is working with the Planning Department staff to incorporate this into the DAE.

   Planning Department staff would like to see further details and appropriate guidelines to help define pier reconfiguration or pier removal projects. This is mixed with future preservation studies that the Port has committed to carry out and identify which piers are highest in priority for preserving or focusing for adaptive reuse. The confluence of the historic preservation and pier reconfiguration projects comes into a head with the Pier 15-29 area, which is identified as a Special Planning Study area in the Concept Agreement. The DAE lays the groundwork for continuing the Special Planning Study area as a follow-up phase to the DAE version.

   In addition, comments were received from the Planning Department regarding their concerns for the potential blockage of views created by new developments at Vallejo and Brannan Streets. Staff is developing strategies to provide guidance.

   The Planning Department had also requested some additions of historic resources in the Fisherman's Wharf area, particularly in the Fish Alley for further study to see how they can be rehabilitated and revitalized for adaptive reuse.

   Staff has had several meetings with the Planning Department staff to address their concerns. On June 19th, the Planning staff will give their Commission a status report on both staffs success in resolving their issues.

2) SPUR - the main issue raised was the future historic preservation planning that is called for in the DAE. They are concerned with the broad array of factors that affect the forceability to retain and reuse the piers and shed structures and the need to take account financial feasibility, pier condition, economic development

opportunities to balance the Port's ability to implement its historic preservation policies.

3) Fisherman's Wharf community, Port Tenants, Merchants and neighborhood community surrounding the wharf area - the main comments received called for adding language in the DAE that acknowledge the Port's commitment to comply with water quality regulations in the area and to emphasize the objective of the Port to maintain and protect the fishing and maritime character of the fish alley area.

4) South Beach CAC - requested additional text to allow for a range of different design approaches to be considered in the design of the Brannan Street wharf, which is included in the DAE and BCDC Concept Agreement.

5) San Francisco Tomorrow - commented that given the changes in the Mission Bay area by Catellus to revise the Mission Bay Plan, the design and access element policies for that particular area have not been fully developed, which is reflective of the fact that there's a lot of changes considered for the area.

Paul Osmundson also thanked Kari Kilstrom, the EIR and CEQA findings project manager; Dan Hodapp, who led the preparation of the DAE; Kate Nichol, oversaw the historic resource planning and Noreen Ambrose, the Deputy Attorney, who worked with the Planning staff over the years. He also extended his congratulations to members of the advisory group and members of the public.

Jane Morrison, thanked Diane Oshima and Anne Cook for their years of hard work and responding to their concerns, when feasible. She's pleased to note the many changes providing for more public access and open space on the waterfront. She noticed that at least one "if feasible" in the document has been removed. She, however, is troubled by the phrase "reuniting the waterfront to the City" as she is not sure of everyone's intention. The best place to reunite the City with the waterfront is a view of the water. She hopes that this will be the case. She has questions about the proposed open space and waterfront views which the BCDC agreement calls for Piers 15-29. She mentioned the additional phrase at the end of Page 94 which states that if piers are no longer needed for cargo use, then a site should be planned for a new public open space to be developed in conjunction with a mixed-use development. She wants everything for cargo wherever it is needed but the proposal for open space is the more likely prospect that not all of Piers 15-29 will be needed for cargo. She is even more surprised to see the phrase "in conjunction with mixed use development." She inquired if it meant that the open space would be just incidental to a commercial development rather than the full opening up of the view of the water. This is certainly a change from the BCDC agreement. On Page 97, in the note to be added, she suggested using the language... "all those piers in this area which are no longer needed for cargo related use" be used instead of "if the piers are no longer needed." She inquired about open space in the Mission Bay area that is zoned for open space. Mission Bay developers have indicated a decrease in open space. On page 47, she inquired about the deletion of an 11-acre wetlands and other waterfront open spaces

as part of the Mission Bay Plan. She suggested preserving it to meet the public trust and open space responsibility. She suggested leaving that in the plan and adding the word "original." With regard to interim uses, she asked for definition of interim uses with more restrictions so that maritime and water-related uses use can take over in a timely fashion. With all this planning, she inquired what would actually happen to the waterfront when commercial project is sought.

Jim Chappell, SPUR, spoke in support of the Design and Access Plan. SPUR is in agreement with the intent and contents of this plan. They commended the Port and Planning Department for their substantial effort in formulating an approach and implementation tool that should streamline the process of proceeding with development, reuse and conservation of Port resources. They also commended them for the very public process through which this was developed. The Port's Technical Advisory Committee, in which SPUR participated, worked very hard and has produced a thoughtful document that tackled tough issues and found reasonable solutions that can expedite reuse.

He urged the Commission to consider the issue of historic resources carefully. SPUR supports the preservation of the bulkheads as stated on Page 45 of the plan. SPUR also supports the Pier 70 preservation policies on Page 46. SPUR urges the Port to consider the establishment of a historic district from Pier 45 to China Basin with great care. While SPUR agrees that there may well be resources with historic significance in that area, SPUR has recommended to staff that Pages 42 and 46 be reworded. As written, text on those pages give standing to the creation of such a district when Port staff agrees that the intent was to identify the area as an area to study for possible historic district standing. Such a study must be conducted by broad-based, balanced, interdisciplinary study group, including historic, maritime, economic, and land use disciplines at a minimum. Given the broad policy framework of the Waterfront Plan, which includes economic feasibility and financial well-being for the Port, it is unreasonable to conclude that this area should be designated as a historic district since historic significance is but one decision-making criterion.

SPUR furthermore believes that the entire area should not become a historic district because: (1) it is the stretch of the waterfront most suited for returning to the public through new development/reuse; (2) historic district status will severely encumber that land-rendering reuse financially infeasible because of the added uncertainty, schedule delays and procedural steps facing project approval; and (3) without feasible development areas, no parks or public access amenities will occur.

David Bahlman, Executive Director of S.F. Heritage, rebut some of Jim Chappell's comments. Port staff has been wonderful in working with Heritage for the preservation policies for the waterfront design and access element. The document for the development of preservation policies in the waterfront DAE is based on the ARG report. The Waterfront DAE is linked directly to the ARG report. The buildings in the ARG report are subject to the same state and federal laws that historic districts would be subject to. Flexibility and compromise is possible but they have to work together on this matter. There is no reason why Heritage should not be able to work

with SPUR and was not aware of SPUR's position. Prior to 1938, there were 49 finger piers built between China Basin and Fisherman's Wharf. Now, there are only 12 finger piers left. Heritage's main concern is that the National Registry eligible properties be respected for what they are and take into consideration as much as economic feasibility and economic development. They have been very pleased with Port's staff receptiveness to their ideas. They found that the introductory section on Page 40 of the May 7th document is very well written.

Jennifer Clary, Board of Directors for San Francisco Tomorrow, thanked all the Port planners for all their hard work. They will submit their written comments on the revisions as they still have a couple of questions. They are extremely happy with the progress made in the public access and urban design element. There are still a few things in the WLUP that troubles them i.e. the term "streamline design review" is still in the document. This implies shortcut; the different agencies are inferring for a more collaborative process. It is time to change the idea of a streamline design review process and call it a collaborative process. They are also troubled by "interim uses." The proposal to expand the interim uses bothers them. She hopes that the Commission has plans to develop a little more oversight and review of interim uses so that the ideas and goals of the WLUP can be met. On page 21 of the corrections, item 109, page 94, on the special area plan between Piers 15-29, the way the revisions are written it infers that if cargo goes, then open space comes. They would like that language rewritten to show that you can have both. Their testimony in front of the Planning Commission was the Port property in Mission Bay is zoned as open space. It should remain as open space and would like to see that reflected in all the documents.

Nan Roth, Waterfront Plan Advisory Board, came to the board as an advocate of Fisherman's Wharf issues, in particular the Fisherman's Wharf area plan. In reviewing the plan, she was reminded that one of the goals of the plan was to attract more local residents and diminish the tourist image. She was dismayed that staff continually ignores the fish alley and its omission in the ARG report. There is no historic designation or protection for fish alley. Its value as its legitimate historic resource needs to be acknowledged in the document along with the benefits to the community. She would like to see these prioritize in the document. She is still concerned about the triangle and the triangle garage and the fact that specific percentages of how much of the triangle would be developed is included in the document and how the details are not nailed down. In the course of the studies of the Fisherman's Wharf area plan, a lot of those details were nailed down. There were parameters and funding plan for the garage.

It is a land use policy to expand commercial development in an area where the community wants restraint. She feels that the goals should be to minimize expansion of commercial uses in favor of more efficient use of the existing commercial uses in the Fisherman's Wharf area. What's she's more concerned about is expanding commercial use in the triangle and expanding commercial use of Pier 43-½. The language changes regarding Pier 43-½ seem to reinforce the expansion of commercial uses on Pier 43-½. To replace the parking area with a building that blocks views,

public access is not the most desirable outcome. Our priority should be to not have to do that and would like this incorporated as a policy. She thanked the Commission and Port staff for their patience.

Steven Vettel, SPUR, spoke about the historic resources of the Design and Access Plan and concurred with Jim Chappell's comments. He thinks that it is premature at this point to designate piers and sheds as potential historic buildings. It is his understanding that the ARG report recommended that there be further study of certain piers and sheds, which they are in favor. He disagreed with Mr. Bahlman's comments.

Stewart Morton, a member of the TAC and S.F. Heritage, indicated that they worked very hard to get the preservation elements forward. The Port is a very important element in the history of San Francisco. Preservation is a very good business sense of development. It is a very healthy situation. Preservation being a hindrance to development is non-sense. SPUR's comments are off based.

Meg Reilly, Dolphin Club and Friends of Aquatic Park, thanked Port Commission and staff. In response to their comments last month, they have met with Port staff regarding their concerns. It has been a productive start. She noted that it is important water quality issues appear in writing, which it does in the Land Use plan and it is her further understanding that the Design and Access Element will carry it forward. She congratulated everyone for putting water quality in writing.

There being no new business/public comments, the meeting was adjourned at 5:45 p.m.

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SAN FRANCISCO PORT COMMISSION

SPECIAL MEETING

3:00 P.M., JUNE 24, 1997 ←←PLEASE NOTE THE TIME OF THE MEETING
FERRY BUILDING, SUITE 3100
SAN FRANCISCO, CALIFORNIA

AGENDA

1. **ROLL CALL**

2. **NEW BUSINESS/PUBLIC COMMENT**

   Public comment is permitted on any matter within Port jurisdiction, and is not limited to agenda items. Public comment on non-agenda items may be raised during New Business/Public Comment. Please fill out a speaker card and hand it to the Commission Secretary. Each speaker is limited to three minutes.

3. **EXECUTIVE SESSION**

   A. CONFERENCE WITH REAL PROPERTY NEGOTIATOR - ***This session is closed to any non-City/Port representative.****

      1) Property: Port property located at Berry Street and Second Street (China Basin).
      Person Negotiating: Port representative: Douglas F. Wong, Executive Director
      *San Francisco Giants Representative: Larry Baer, Executive Vice President

      Under Negotiation: ____ Price ____ Terms of Payment __✓__ Both
      An executive session has been calendared to discuss real property negotiations between the Port and San Francisco Giants, regarding the proposed ballpark.

      This is specifically authorized under California Government Code Section 54956.8.

   B. Vote in open session on whether to disclose Executive Session discussions (S.F. Admin. Code Sec. 67.14)

4. **ADJOURNMENT**

DISABILITY ACCESS

The Port Commission office is located on the third floor of the Ferry Building, Suite 3100. The Port office is wheelchair accessible. Accessible seating for persons with disabilities (including those using wheelchairs) will be available. The closest accessible BART station is Embarcadero Station located at Market and Steuart Streets. The closest accessible MUNI Metro station is Embarcadero station located at Market and Spear Streets. Accessible MUNI lines serving the Ferry Building are the 9, 31, 32 and 71. For more information about MUNI accessible services, call 923-6142.

There is accessible parking at the Ferry Building and at the public lot in the Embarcadero median in front of the Ferry Building. Assistive listening devices are available for use in the Port Commission Meeting.

The following services are available on request 72 hours prior to the meeting. Please contact Kevin Jensen at (415) 274-0555. Late requests will be honored if possible.

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- A Sound Enhancement System
- Large Print of the Agenda
- The use of a reader during the meeting
- Minutes of the Meeting in Alternative Formats

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Know Your Rights Under the Sunshine Ordinance

Government's duty is to serve the public, reaching its decisions in full view of the public. Commissions, boards, councils and other agencies of the City and County exist to conduct the people's business. This ordinance assures that deliberations are conducted before the people and that City operations are open to the people's review. For more information on your rights under the Sunshine Ordinance (Chapter 67 of the San Francisco Administrative Code) or to report a violation of the ordinance, contact the Sunshine Ordinance Task Force at 554-4851.

SAN FRANCISCO
PORT COMMISSION

JUNE 24, 1997
MINUTES OF THE SPECIAL MEETING

MEMBERS, PORT COMMISSION

HON. MICHAEL HARDEMAN, PRESIDENT
HON. DENISE McCARTHY, VICE PRESIDENT
HON. FRANKIE G. LEE
HON. JAMES HERMAN

DOUGLAS F. WONG, EXECUTIVE DIRECTOR

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CITY & COUNTY OF SAN FRANCISCO
PORT COMMISSION

MINUTES OF THE SPECIAL MEETING
JUNE 24, 1997

1. **ROLL CALL**

The meeting was called to order by Commission President Michael Hardeman at 3:07 p.m. The following Commissioners were present: Michael Hardeman, Denise McCarthy and Frankie Lee. Commissioner James Herman arrived at 4:15 p.m.

2. **NEW BUSINESS/PUBLIC COMMENT**

3. **EXECUTIVE SESSION**

At 3:08 p.m., the Commission Secretary announced that the Commission will withdraw to executive session to discuss the following:

A. CONFERENCE WITH REAL PROPERTY NEGOTIATOR - ***This session is closed to any non-City/Port representative.****

1) Property: Port property located at Berry Street and Second Street (China Basin).
Person Negotiating: Port representative: Douglas F. Wong, Executive Director
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Under Negotiation: Price ____ Terms of Payment __✓__ Both
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This is specifically authorized under California Government Code Section 54956.8.

At 4:29 p.m., Commissioners Hardeman, McCarthy, Lee and Herman returned from executive session and convened in public session.

ACTION: Commissioner McCarthy moved approval to not disclose any information discussed in the executive session; Commissioner Lee seconded the motion. All of the Commissioners were in favor.

The meeting was adjourned at 4:30 p.m.

SAN FRANCISCO
PORT COMMISSION

REGULAR MEETING
4:00 P.M., JUNE 24, 1997
FERRY BUILDING, SUITE 3100
SAN FRANCISCO, CALIFORNIA

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AGENDA

1. **ROLL CALL**

2. **APPROVAL OF MINUTES** - June 10, 1997 Special Meeting
   - June 10, 1997 Regular Meeting

3. **EXECUTIVE**

   A. Executive Director's Report

   B. Informational presentation on the Third Street Light Rail Project.

4. **MARITIME**

5. **REAL ESTATE AND ASSET MANAGEMENT**

6. **FACILITIES & OPERATIONS**

   A. Authorization to advertise for bids for Contract No. 2617, "Pier 47A Reconstruction Project." (Resolution No. 97-48)

   B. Approval to extend the underground district along Terry A. Francois Boulevard, from Third Street to Illinois Street. (Resolution No. 97-49)

7. **PLANNING & DEVELOPMENT**

   A. Resolution adopting the Waterfront Plan, including the Design and Access Element, and adopting findings under the California Environmental Quality Act (CEQA) related to the Port of San Francisco's Waterfront Land Use Plan as set forth in the Final Environmental Impact Report (EIR) entitled, "Waterfront Land Use Plan," dated January 9, 1997. (Resolution No. 97-50)

   B. Resolution commending the Waterfront Plan Advisory Board for its dedicated public service in developing the Waterfront Land Use Plan. (Resolution No. 97-51)

   C. Resolution commending the Waterfront Plan Urban Design Technical Advisory

Committee for its dedicated public service in developing Waterfront Design and Access, an element of the Waterfront Land Use Plan. (Resolution No. 97-52)

8. FINANCE AND ADMINISTRATION

9. CONSENT CALENDAR

10. NEW BUSINESS / PUBLIC COMMENT

Public comment is permitted on any matter within Port jurisdiction, and is not limited to agenda items. Public comment on non-agenda items may be raised during New Business/Public Comment. Please fill out a speaker card and hand it to the Commission Secretary. If you have any questions regarding the agenda, please contact the Commission Secretary at 274-0406.

11. EXECUTIVE SESSION

A. CONFERENCE WITH REAL PROPERTY NEGOTIATOR - ***This session is closed to any non-City/Port representative.****

1) Property: Port property located at Berry Street and Second Street (China Basin).
Person Negotiating: Port representative: Douglas F. Wong, Executive Director
*San Francisco Giants Representative: Larry Baer, Executive Vice President

Under Negotiation: ____ Price ____ Terms of Payment __✓ Both
An executive session has been calendared to discuss real property negotiations between the Port and San Francisco Giants, regarding the proposed ballpark.

This is specifically authorized under California Government Code Section 54956.8.

B. Vote in open session on whether to disclose Executive Session discussions (S.F. Admin. Code Sec. 67.14)

12. ADJOURNMENT

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SAN FRANCISCO PORT COMMISSION

REGULAR MEETING
4:00 P.M., JUNE 24, 1997
FERRY BUILDING, SUITE 3100
SAN FRANCISCO, CALIFORNIA

ADDENDUM TO THE AGENDA

Item 11A, Conference with Real Property Negotiator, has been moved to the 3:00 p.m., Special Commission Meeting Agenda.

All other items on the Agenda will be heard at the 4:00 p.m. Regular Port Commission Meeting.

PORT OF SAN FRANCISCO

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Writer

MEMORANDUM

June 19, 1997

TO: MEMBERS, PORT COMMISSION
Hon. Michael Hardeman, President
Hon. Denise McCarthy, Vice President
Hon. Frankie Lee
Hon. James Herman

FROM: Doug F. Wong
Executive Director

SUBJECT: Informational Presentation on the Third Street Light Rail Project.

Enclosed is a copy of the Public Transportation Commission informational item on the Third Street Light Rail Project. Emilio Cruz, General Manager of the San Francisco Municipal Railway, will be making the presentation.

THIS PRINT COVERS CALENDAR ITEM NO. 3B

THIS PRINT COVERS CALENDAR ITEM NO. _____

PUBLIC TRANSPORTATION COMMISSION
City and County of San Francisco

DIVISION Office of the Director of Public Transportation

BRIEF DESCRIPTION:

Selecting reduced set of Third Street Light Rail Project design options that will be carried through the Environmental Impact Statement/Environmental Impact Report.

SUMMARY:

The reduction of Third Street light rail design options were discussed in several neighborhood workshops this April and specific screening recommendations were presented at a corridor-wide meeting in early May. These have also been discussed at varying levels of detail at Commission workshop sessions, held at the meetings of March 25, April 8, April 22, May 13 and May 27, 1997. Based on public input and technical assessment, the Third Street project team has prepared specific recommendations detailed in the attached resolution.

These recommendations (presented on May 27) include carrying forward the New Central Subway Option (Stockton alignment) as the formally-adopted long-range project, and the Market Street Subway Option as an Initial Operating Segment (IOS) to be locally funded for implementation in 2003. Recommendations include the continued use of high-floor cars for the IOS (using Metro Extension and Market Street Subway high level platforms), but construction of low platforms with mini-high boarding areas for access by wheelchair users (and all others boarding at the front door) at all new surface stations. Consideration of the retention of a high-platform surface option has also been requested by the MUNI Accessibility Advisory Committee. Staff also recommend carrying both one-lane and two-lane Third Street right-of-way configurations for the Bayview commercial area, with two-line configuration for the remainder of the rail corridor. Although there is a strong preference for the Western Pacific maintenance facility site, both Cargo Way and Western Pacific sites are carried forward at this time, pending conclusion of negotiations with the Port of San Francisco.

ENCLOSURES: (List numerically and by title)

1. Maps of the three light rail options
2. Summary of screening recommendations
3. Table describing justifications for the screening recommendations
4. PTC Resolution

APPROVALS:

		DATE
DEPUTY OF DIVISION PREPARING CALENDAR ITEM:		28 may 97
FINANCE (IF APPLICABLE):		
DIRECTOR OF TRANSPORTATION:		
SECRETARY, PTC:		
ADOPTED RESOLUTION TO BE RETURNED TO:		

ASSIGNED PTC CALENDAR DATE _____

PTC CALENDAR ITEM # _____

DIVISION: _____

PROJECT: _____

EXPLANATION:

Background on the Third Street Light Rail Project

PTC Resolution No. 96-082, adopted August 13, 1996, authorized award of contract #JEPT97000097 to ICF Kaiser Engineers, Inc. for Bayshore (i.e. Third Street) Corridor Light Rail Project Development and Environmental Impact Study (EIS)/Environmental Impact Report (EIR) Preparation. The scope of work includes development/definition of a No Build Diesel Bus Alternative and a Light Rail Build Alternative (with three downtown options) and analysis of their environmental impacts, including preparation of a Draft and Final EIS/EIR and selection of the final alternative. (See attached maps of the three options.) The original contract authorization was for $3,253,857, including a $100,000 contingency. On March 25, 1997, the Commission authorized staff to seek an additional $300,000 for the contract contingency (PTC Resolution #97-038); these funds were subsequently awarded to the PTD by the Transportation Authority on April 21, 1997 (SFCTA Resolution #97-16).

Notice-to-Proceed was given to Kaiser on August 21, 1996. For the past nine months staff and the consultant team have developed designs for the light rail downtown alignment options, the light rail right-of-way and station platforms on Third Street, and design of alternate yard sites. Technical information, including capital costs, operating and maintenance costs, travel times and ridership were estimated for each of the three downtown alignment options.

Public outreach concerning the light rail design options has included the convening of Community Advisory Group (CAG) meetings, eight Technical Advisory Committee (TAC) meetings, three Economic Development Forums (associated with revitalization effort in the Bayview commercial district) and six neighborhood workshops. Specific screening recommendations were discussed at a corridor-wide workshop held on May 6, 1997. Additional contacts have including two meetings with Chinatown TRIP, one meeting with the Potero Hill Democratic Club, one meeting with the Yerba Buena Marketing Alliance, two meetings with the Union Square Association, two meetings with the MUNI Accessibility Advisory Committee (MAAC), one meeting with the Bayview Merchants Association, and three meetings with the San Francisco Redevelopment Agency's Bayview Hunters Point Project Area Committee (PAC). Staff has briefed the Transportation Authority's Plans and Programs Committee and Supervisor Amos Brown, at their request. Three newsletters have been published and a fourth will be published in July which will report the PTC's screening decisions.

Screening Recommendations

The goal of the screening phase is to narrow the set of light rail design options for study in the project's Environmental Impact Statement/Environmental Impact Report. It is **not** the decision on what to build, or even whether to build. After Commission action on June 10th, staff intends to make informational presentations to the Planning, Parking and Traffic, Port and Redevelopment Agency Commissions, as well as to the Transportation Authority. We then plan to return to the Public Transportation Commission at your July 8th meeting for reaffirmation of the screening decision and consideration of any changes requested by other City commissions.

Following action by the Commission to screen the light rail design options, staff and the consulting team will spend summer and fall of 1997 preparing the environmental documents. The Draft Environmental Impact Statement/Report will be published in late winter or spring 1998.

PTC CALENDAR ITEM # _____

DIVISION: _____

PROJECT: _____

EXPLANATION:

At that time, public hearings will be held and the Commission will then be asked to designate the "Locally Preferred Alternative," which essentially is the "Build" or "No Build" decision.

The following recommendations were formulated with input from MUNI staff, the consulting team, members of the Technical Advisory Committee, members of the Community Advisory Group and members of the general public at a number of community meetings. The recommendations below are presented in abbreviated format. Please refer to the attached table for a more extensive discussion of technical and public considerations that led to the screening recommendations.

- **Downtown Alignment**

We recommend that the Commission adopt the New Central Subway alignment, using Stockton Street, as the ultimate project. Staff further recommends that the Commission adopt the Market Street Subway alignment (using the MUNI Metro Extension tracks to connect into the Market Street Subway) as the project's Initial Operating Segment, to open in 2003.

Staff are also working with Catellus and their consultants to evaluate two different alignments for the light rail line to cross Mission Creek. One would place both light rail tracks on the 4th Street Bridge. Another would have light rail tracks northbound on the 3rd Street Bridge and southbound on the 4th Street Bridge. The 4th Street Bridge bi-directional option appears superior, primarily in terms of service to the CalTrain Station and interface with Ballpark associated traffic, but at this point we recommend that both variations be carried into the environmental process.

Selection of the Central Subway as the ultimate project means that the City would adopt this alternative as a long-term goal and begin to pursue funding strategies to build the subway portion. In the meantime, MUNI would construct an initial service to open in 2003, using available Transportation Authority funds, consisting of the surface line from Bayshore Station to downtown. This initial line would also be able to stand on its own merits and operate indefinitely, if construction of the Central Subway were appreciably delayed.

- **Third Street Configuration**

There is not yet a sufficient consensus in the Bayview Hunters Point community to narrow down to only one street configuration option. The technical staff prefer a two traffic lane option, but there remains significant concern in the community over issues of curb parking, sidewalk widening and bike lanes. Therefore, as of this writing we are recommending that the Commission carry three Third Street configuration options into the environmental process, as follows:

1) Two traffic lanes in each direction, with 10-foot sidewalks and parking removed in station blocks, and added on side streets.
2) One traffic lane in each direction, with widened, 14-foot sidewalks and parking removed in station blocks and added on side streets.
3) One traffic lane in each direction, with varying sidewalk widths and parking maintained in station blocks.

The Commission would be asked to select one of these options at the time that the Locally Preferred Alternative is chosen, after further technical work and outreach to the community. Please note that this decision refers to the portion of Third Street in the Bayview commercial

PTC CALENDAR ITEM # _____

DIVISION: _____

PROJECT: _____

EXPLANATION:

area (Kirkwood to Shafter). The portion of Third Street north of Kirkwood and south of Shafter is assumed to have a two-lane configuration. Mission Bay planning is ongoing, but the configuration currently proposed by Catellus for that segment includes two traffic lanes throughout, but without on-street parking.

- **Station Platform Type (low or high-level)**

Staff supports using hybrid or "mini-high" platforms on Third Street. These would be low-level platforms (10-14 inches high) that are raised at one end to allow wheelchair users and others boarding at the front door to enter conventional light rail vehicles without using steps. This would allow standard, Breda-type light rail vehicles to be used on the Third Street line and operate into the Market Street Subway.

The MUNI Accessibility Advisory Committee is open to consideration of these hybrid platforms, but at this point recommends that full high-level platforms also be carried through the EIS/R phase.

- **Station Locations and Configuration (side or center platform)**

Proposed station locations and types are set forth in the attached list. The majority of stations use side platforms, which allow for left turn pockets to be provided along Third Street in the "shadows" of the islands. Center platforms are proposed in a few special cases. Station locations within Mission Bay are not shown in the list because MUNI staff are currently working with Catellus to finalize these locations. However, we expect one station to be located at the intersection of Third Street with a future "South Street" and another station to be located at Third Street and a future western extension of Mission Rock Street.

- **Metro East Rail Maintenance Yard Location and Phasing**

The Western Pacific side appears clearly superior because of major geotechnical issues, interference with rail freight operations, and property acquisition issues associated with the Cargo Way site. However, in response to Commission request at the May 27th meeting, this Resolution proposes carrying both the Western Pacific and Cargo Way sites into the environmental analysis, pending conclusion of negotiations with the Port about MUNI's use of the Western Pacific site. Staff also recommends that construction be phased, with initial construction adequate to provide for our needs until at least 2015 or whenever the Central Subway facility is built.

STATION PLATFORM LOCATIONS (South of Mariposa)

Third/ Mariposa (Side)
Third/20th Street (Side)
Third/23rd Street (Side)
Third/Cesar Chavez (Side)
Third/Evans (Side)
Third/Hudson (Side)
Third/LaSalle (Side)
Third/Palou-Oakdale (Center)
Third/Shafter (Side)
Third/Williams-Van Dyke (Side)
Third/Carroll (Side)
Third/Gilman (Side)
On Third between Oakdale and Palou (Center)
On Third between Jamestown-Ingerson (Center)
On Third between Arleta-Raymond (Center low platform only)
On Third between Leland-Visitacion (Center high platform only)
On Third between Visitacion-Sunnydale (Center low platform only)
Caltrain Bayshore Station

Summary of Screening Recommendations

(Options which we should KEEP, DROP from, or ADD to environmental analysis)

Alignment (Decision Groups 1 and 2):

- Keep — New Central Subway via Stockton Street (as long-term project)
- Keep — Connection to Market Street Subway (as 2003 Initial Operating Segment [IOS])
- Keep — Third Street routing through Mission Bay
- Keep — Both 4th Street bidirectional, and 3rd/4th couplet, for crossing China Basin channel
- Drop — New Central Subway via Kearny Street
- Drop — Western Mission Bay routing parallel to I-280 and Caltrain tracks
- Drop — Both surface alignment options: Market Street and Washington Street to Kearny

Street Configuration and related issues (Decision Group 3):

- Keep — Two traffic lanes in Bayview commercial core
- Keep — One lane Bayview configuration, without parking at stations
- Add — Modified one-lane Bayview configuration, with parking throughout (incl. at stations)
- Drop — Peak tow-away proposal ("Flexible" scheme)

- Keep — Proposed station locations (quarter-mile spacing; more frequent in Bayview)

- Keep — Side platforms at most locations, with a few center platforms where warranted
- Drop — Center platforms at all locations (i.e., no side platforms)

- Add — Modified low-level platforms, with raised boarding area at front door, for Breda LRVs
- Keep — High-level boarding platforms (MAAC request, TAC concurrence)
- Drop — Low-level platforms for 2003 operation with low-floor LRVs

Metro East Maintenance Facility location and phasing (Decision Group 4):

- Keep — Both Western Pacific and Cargo Way sites (pending outcome of Port negotiations)
- Keep — Phased approach to site development
- Drop — Mission Bay site

Group 1: Downtown Alignment Suboptions		
3rd/4th/King vs. 16th St./I-280	Recommendation to drop 16th St./I-280 and carry forward 3rd/4th/King **Recommendation to carry two means of crossing Mission Creek into the EIS/EIR: (1) North and southbound on the 4th Street Bridge; (2) Northbound on the 3rd Street Bridge and southbound on the 4th Street Bridge.**	*Technical:* • Direct alignment through Mission Bay is better suited to current UCSF development plans • 16th St./I-280 Option is ~$15 M more in capital costs • 16th St./I-280 Option has 2 minutes longer travel time to downtown and slightly lower ridership • Use of 3rd and/or 4th Street lift bridges should not pose a problem for LRT operation. • Use of 4th St. Bridge for two-way LRT travel allows significantly improved service to CalTrain and avoidance of conflicts with Giants Ballpark game traffic. • Ability to serve CalTrain (using the 4th Street Bridge in two directions) offers potential for significant operating cost savings in off-peak periods because one line would at times be able to serve MMX-CalTrain and Third Street. *Community:* • No significant support for 16th St./I-280 option
Kearny vs. Stockton	Recommendation to drop Kearny and carry forward the Stockton alignment. *(There is a large sewer main running underneath Mission Street which is in the path of the Central Subway alignment. San Francisco Public Utilities Commission engineers have raised concerns about the project team's proposed "siphon" treatment of the sewer to alleviate this problem. The project team intends to explore other solutions to this problem and is confident that it does not represent a fatal flaw.)*	*Technical:* Stockton alignment costs $100 M more in capital costs but offers the following advantages: • Stockton alignment serves Union Square as well as the heart of Chinatown • Operating costs for Stockton are $1.2 M per year lower than Kearny • Stockton alignment offers 3 minute shorter travel time to center of Chinatown (Stockton/Clay) • Stockton alignment offers better opportunities for connection with future light rail corridors. • Impacts of construction along Geary and Stockton could be mitigated somewhat by tunneling. • Stockton alignment has potential conflict with a major sewer line under Mission St. (Kearny alignment would be able to cross underneath sewer). However, technical team believes that the sewer can be siphoned underneath the LRT line. *Community:* • Strong support from Chinatown, Visitacion Valley and Union Square communities for Stockton alignment.

Decision	Recommendation	Basis
Group 1: Downtown Alignment Suboptions (continued)		
Market St. vs. Washington St.	Recommendation that Market Street would be preferred over Washington, if the surface option were carried forward.	*Technical:* • Kearny/Washington terminal only serves Chinatown marginally and doesn't well serve other downtown destinations. • Market Street alignment serves multiple downtown destinations and offers good connections with other transit, but does not serve Chinatown. • Washington alignment removes significant parking and especially van-pool parking on Washington St. • Washington alignment requires property acquisition at Kearny/Washington • Capital costs for Washington are $17 M more than Market. • Operating costs for both alignments are equivalent. *Community:* • Significant public perception that Washington is too narrow for light rail. • Concern that if the Washington St. alignment were built, it might jeopardize the eventual construction of the Central Subway

Decision	Recommendation	Basis
Group 2: Downtown Alignment Options		

Ultimate Project Recommendation	Recommendation to go forward with Option 2 – New Central Subway as the long-range project with an Initial Operating Segment to open service by 2003.	*Technical:*
		• Central Subway would cost ~$500 M in capital costs above the cost of the surface line, but would offer the following benefits:
		  • Direct access to the heart of Chinatown.
		  • Faster and much more direct service from Potrero Hill, Bayview Hunters Point and Visitacion Valley to Market Street and areas north of Market.
		  • A high-quality connection along a north-south corridor between Mission Bay, the Giants Ballpark, Moscone Center, Yerba Buena Gardens, Market Street, Union Square and Chinatown.
		  • Travel time improvement from Vis. Valley to Market Street of ~ 5 minutes over Market Street subway alignment.
		  • Operating costs at least $2 M per year less than other downtown alignment Options #1 and 3.
		  • Opportunity to relieve traffic congestion and remove some buses from busy streets in Union Square and Chinatown.
		Community:
		• Broad support at all public and CAG meetings for Central Subway as the ultimate project.

Decision	Recommendation	Basis
Group 2: Downtown Alignment Options (continued)		
Initial Operating Segment Recommendation	Recommendation to carry forward the Market Street Subway alignment as the Initial Operating Segment.	*Technical*: • Capital costs lower by $15 M than Surface Route alignment option. • Travel times to Market Street slightly shorter than Surface Alignment option • Operating costs approximately equal to Surface Route alignment option • Few or no environmental impacts north of 4th/King Streets, because tracks are already built. • Allows/requires use of MUNI's standard high-floor Breda vehicles • Provides good connections to the rest of the MUNI Metro network as well as BART. *Community*: • Though there was support for both Market Street Subway and Surface alignment options at community meetings, support for Market Street Subway was broader; Chinatown residents did not express preference for the Surface Route option via Washington St.

Decision	Recommendation	Basis
Group 3: Third Street Configuration and Station Locations		
Third Street Lane Configuration in Bayview Commercial Core	**Recommendation to carry forward three lane configurations as follows:** **1. Two traffic lanes in each direction, with 10-foot sidewalks and parking removed in station blocks;** **2. One traffic lane in each direction, with widened, 14-foot sidewalks and parking removed in station blocks;** **3. One traffic lane in each direction, with varying sidewalk widths but with parking maintained at stations blocks.**	*Technical:* • For two-lane and flexible-lanes, traffic studies predict an acceptable level of service of "C" in 2015 at key intersections during peak hours. • For one-lane, traffic studies predict an unacceptable level of service of "F" in 2015 at key intersections • Both one and two-lane schemes will result in the same amount of parking loss, as initially configured. However, parking could be provided at stations with the one-lane scheme, at the expense of sidewalk widening, bike lane and other amenities. Approximately two blocks of parking will be removed for each station. • Flexible lane configuration offers slightly widened sidewalks and "calmed" traffic during off peak, but requires loss of all parking along Third Street in Bayview during peak hours. • The two-lane scheme does not allow for bike lanes or widening of sidewalks beyond the current 10 feet (except for corner "bulb-outs.") • The one-lane scheme offers more extreme "traffic calming," widened sidewalks and the possibility for a bike lane. *Community:* • There is little community support for the flexible option, due mainly to the necessity for tow-away zones the full length of the Bayview segment of Third Street during peak periods. • There appears to be somewhat greater support in the Bayview community for the two-lane option due to concerns about maintaining smooth traffic flow, but there is also some support for the one lane option due to desire for "traffic calming" and bike lanes. Bicycle advocates have been vocal in their advocacy of carrying the one-lane option into the EIS/R.

Decision	Recommendation	Basis
Station Locations	Recommendation to carry forward station locations on Bayshore Blvd. and Third St. south of 16th St. as currently defined in the Screening Report. **Station locations within Mission Bay are not shown in the report because MUNI staff are currently working with Catellus to finalize these locations. However, One station is expected to be located at the intersection of Third Street with a future "South Street" and another station is expected at the intersection of Third Street and a future western extension of Mission Rock Street.**	*Technical*: • Stations are generally about ¼ mile apart, with closer (three-block) spacing in the Bayview commercial core. • Station locations represent a balance between operating speed and ease of access for passengers. • Stations are located so as to facilitate access to important destinations along Third Street, including potential future development nodes. • Stations also located to offer easy transfer opportunities to MUNI bus lines. • *Low-level* stations can be located at Bayshore/Arleta and Bayshore/Sunnydale. If *high-level* stations are required, only one can be provided in Visitacion Valley – at Bayshore between Visitacion and Leland. *Community:* • Community members at Bayview and Vis. Valley meetings have indicated that these station locations are satisfactory.

Decision	Recommendation	Basis
Low vs. High floor Vehicles	The project team is recommending carrying "hybrid" station platforms for Third Street into the EIS/R. The retention of a high-platform surface option has also been requested by the MUNI Accessibility Advisory Committee (MAAC). (Hybrid platforms would be low-level platforms that are raised up at the front end to allow wheelchair users to enter conventional light rail vehicles without using steps)	*Low floor technical:* • Permits two stations in Vis. Valley, one of which can be located at Bayshore/Arleta • Shorter wheelchair ramps on platforms • Allows more accessible stops on interlined lines (i.e. on Carl and Judah St. for "N" line or on Church St. and San Jose Ave. for the "J" line.) • In side-platform configuration, permits use by Owl bus and bus substitution service • May be more difficult to operate and maintain a mixed LRV fleet. • Would require modification of MMX platforms • For Market St. Subway option, would require modification of 5 Market St. Subway stations. *High floor technical:* • Permits only one station in Vis. Valley and precludes station at Bayshore/Arleta • Longer wheelchair ramps for platforms • Can easily be interlined with existing lines and operated in the Market St. subway with no additional capital cost. • Cannot be easily operated on the surface of Market or Washington Streets, where low-level boarding platforms are necessary. • Narrow side platforms are judged safer if they are low-level. *Hybrid Platform Technical:* • MUNI staff believe it is possible to accommodate passengers using the raised part of the platforms without forcing the vehicle to make an extra stop or blocking any of the LRT's doors. This would require a modification of the logic controlling the operation of the high/low steps on the Breda LRVs. *Community:* • Though opinion is by no means unanimous, there is considerable opposition from Bayview merchants and residents, as well as residents further north along Third Street, to high-level platforms on Third Street. Reasons are general aesthetics as well as fear that a "barrier-effect" in the middle of the street will hurt retail prospects.

Decision	Recommendation	Basis
Side vs. Center Platforms	The project team recommends mostly side platform stations along Third St. because they more easily allow for left turns and hold parking loss to one side of the street at a time. Center platforms would be provided at Palou Oakdale and a few other special locations. (See table of station locations and types in *Design Options Screening Report)*	*Technical:* • Side platforms are assumed to be 7.5 feet wide; center platforms are 14.5 feet wide. • Staggered side platforms allow for left turn pockets to be placed opposite the platforms • Center platforms require right-of-way to be acquired in order to provide left turn lanes • Parking loss is equivalent for both types of platforms, but side platforms hold parking loss to one side of the street in any given block • Narrow high-level side platforms could be (or be perceived as) somewhat dangerous.

Decision	Recommendation	Basis
Group 4: Metro East Rail Yard Location and Phasing		
Location: (Mission Bay, Cargo Way or Western Pacific)	Recommendation to site the facility at the Western Pacific site. (Negotiations between the City and the Port over MUNI's use of one of these two sites are ongoing.)	*Technical:* • City's option on Mission Bay site was relinquished by the Public Transportation Commission on May 13, 1997. • Cargo Way site has serious geotechnical problems. This site is still subsiding and would require $15-20 million and two years for stabilization. This would add another year to project completion and stretch the schedule from 2003 to 2004 or beyond. In comparison, Western Pacific would require only $7-$10 million and much less time for site preparation. • Cargo Way site would require acquisition of property for relocation of the Quint St. lead freight track, which blocks access to the yard site, as well as acquisition of one industrial building. Western Pacific would require no property acquisition. • Cargo Way site is currently designated for maritime use by the Port. This designation would have to be changed. The Western Pacific site is already designated non-maritime. • The Western Pacific site may have other potential uses competing with the railyard. The Cargo Way site seems to have no other competing uses on the horizon. *Community:* • Members of the environmental group Southeast Alliance for Environmental Justice that opposed the location of a cogeneration power plant at the Cargo Way site have also voiced objections to the MUNI yard at the same location.
Phasing	Recommendation to construct the facility in a phased manner, with the first phase able to accommodate about 60 LRVs -- sufficient for Third Street service through 2015.	• Local funds are not available to support construction of the full Metro East facility, but a facility large enough to service at least the Third Street LRV fleet must be operational by the opening of service on Third Street in 2003.

PUBLIC TRANSPORTATION COMMISSION

CITY AND COUNTY OF SAN FRANCISCO

RESOLUTION No. _____

[Third Street Corridor]

REQUESTING PUBLIC TRANSPORTATION COMMISSION AUTHORIZATION TO REDUCE THE SET OF THIRD STREET LIGHT RAIL DESIGN OPTIONS THAT WILL BE EVALUATED IN THE ENVIRONMENTAL IMPACT STATEMENT/ENVIRONMENTAL IMPACT REPORT (EIS/EIR).

WHEREAS, On August 13, 1996, the Public Transportation Commission authorized award of contract #JEPT97000097 to ICF Kaiser Engineers, Inc. to conduct Bayshore (Third Street) Corridor Light Rail Project Development and Environmental Impact Statement (EIS)/Environmental Impact Report (EIR) Preparation, at a cost not to exceed $3,253,857; and

WHEREAS, On March 25, 1997, the Commission authorized staff to seek an additional $300,000 for the contract contingency (PTC Resolution #97-038), which was subsequently awarded by the Transportation Authority on April 21, 1997 (SFCTA Resolution #97-16), extending the total contract authorization to $3,553,857; and

WHEREAS, The Consultant Team has completed initial design and analysis of the Light Rail Build Alternative with various downtown alignments, light rail right-of-way configurations on Third Street, and sites for the maintenance and storage facility; and

WHEREAS, It is the intent of this phase of project development to "screen" or reduce the set of design options that will be evaluated in the federal and state environmental documents; and

WHEREAS, An extensive public outreach program has been conducted conceming the various design options to solicit community preferences for reducing the set that will be carried forward into the environmental document; and

WHEREAS, The final screening recommendations were formulated with input from MUNI staff, the consulting team, members of the Technical Advisory Committee, members of the Community Advisory Group and members of the general public at a number of community meetings; now, therefore, be it

PUBLIC TRANSPORTATION COMMISSION

CITY AND COUNTY OF SAN FRANCISCO

RESOLUTION No. _____

RESOLVED, That this Commission hereby authorizes staff to reduce the set of Light Rail Build Project design options to the following that will be evaluated in the Environmental Impact Statement/Environmental Impact Report (EIS/EIR):

- **Downtown Alignment:** The New Central Subway Option (Stockton alignment) will be carried forward in the EIS/EIR as the ultimate project. The Market Subway Option (using the MUNI Metro Extension tracks to connect into the Market Street Subway) will be evaluated as the Initial Operating Segment, to open in 2003. (See attached maps for reference.) Two means of crossing Mission Creek will be carried forward into the EIS/EIR: (1) North and southbound on the 4th Street Bridge; (2) Northbound on the 3rd Street Bridge and southbound on the 4th Street Bridge;

- **Third Street Traffic-Lane Configuration:** Three lane configurations will be carried forward: (1) Two traffic lanes in each direction, with 10-foot sidewalks and parking removed in station blocks; (2) One traffic lane in each direction, with widened, 14-foot sidewalks and parking removed in station blocks; (3) One traffic lane in each direction, with varying sidewalk widths but with parking maintained at stations blocks. In all three configuration options parking would be generally preserved between station locations, added on side streets and provided wherever possible at off-street locations on commercial blocks;

- **Station Platform Type:** The environmental document will evaluate as many as two surface platform types that could be used by high-floor cars that are assumed to operate on the Third Street service: (1) low level platforms with mini-high boarding areas (2) high level platforms;

- **Station Locations and Configuration (side or center platform):** Proposed station locations and types are set forth in the attached list.

- **Rail Maintenance Yard Location and Phasing:** Both the Western Pacific and the Cargo Way sites will be evaluated in the environmental document, contingent on the outcome of negotiations between the Port of San Francisco and the Public Transportation Department.

I hereby certify that the foregoing resolution was adopted by the Public Transportation Commission at its meeting of _____

_____

Secretary, Public Transportation Commission

PORT OF SAN FRANCISCO

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MEMORANDUM

June 18, 1997

TO: MEMBERS, PORT COMMISSION
Hon. Michael Hardeman, President
Hon. Denise McCarthy, Vice President
Hon. James Herman
Hon. Frankie G. Lee

FROM: Douglas F. Wong
Executive Director

SUBJECT: Construction Contract No. 2617, "Pier 47A Reconstruction Project," authorization to advertise for bids

DIRECTOR'S RECOMMENDATION: AUTHORIZE THE EXECUTIVE DIRECTOR TO ADVERTISE CONTRACT NO. 2617 FOR COMPETITIVE BIDS

The existing Pier 47A structure is in a state of disrepair and is in need of replacement to accommodate temporary moorage of fishing boats. Port staff has developed engineered construction documents for the replacement of this pier. The pier reconstruction consists of steel piles with an outer plastic encasement, plastic with fiberglass core fender piles, and a wood deck. A Federal-Aid Grant of $528,000 from the U. S. Department of Transportation has been obtained to fund the project. A portion of these funds were used for outside geotechnical services. The estimated cost of the construction is from $500,000 to $600,000 and the Port has set aside capital improvement funds to finance any construction costs not covered by the grant. The bids will be requested on a unit price basis and the award will be made to the lowest responsive bidder.

Prepared by: Cliff Jarrard
Chief Harbor Engineer

THIS PRINT COVERS CALENDAR ITEM NO. 6A

PORT COMMISSION
CITY AND COUNTY OF SAN FRANCISCO

RESOLUTION NO. 97-48

WHEREAS, reconstruction of the Pier 47A pier is necessary to replace the existing deteriorated structure to accommodate the temporary moorage of fishing boats, and

WHEREAS, Port staff has prepared plans and specifications necessary to perform the pier reconstruction work, and

WHEREAS, the engineered design for the pier reconstruction consists of steel piles with an outer plastic encasement, plastic with fiberglass core fender piles, and a wood deck, and

WHEREAS, the contract bids will be requested on a unit price basis and award will be made to the lowest responsive bidder; now, therefore be it

RESOLVED, that the Port Commission authorize the staff to advertise for bids for Construction Contract No. 2617, "Pier 47A Reconstruction Project".

I hereby certify that the foregoing resolution was adopted by the Port Commission at its meeting of June 24, 1997.

_____
Secretary

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PORT OF SAN FRANCISCO

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MEMORANDUM

June 18, 1997

TO: MEMBERS, PORT COMMISSION
Hon. Michael Hardeman, President
Hon. Frankie G. Lee, Vice President
Hon. James Herman
Hon. Denise McCarthy

FROM: Douglas F. Wong
Executive Director

SUBJECT: Approval to revise the current utility underground district along Terry A. Francois Boulevard

DIRECTOR'S RECOMMENDATION: Approve the extended utility underground district along Terry A. Francois Boulevard.

The Port Commission approved the declaration of a utility underground district along Terry A. Francois Blvd. at it's January 14, 1997 meeting. The underground district alignment as now described, begins at the intersection of the China Basin Street and Terry A. Francois Boulevard and extends along Terry A. Francois Boulevard to 800 feet south of the intersection of Mission Rock and Terry A. Francois Boulevard. For the following reasons, Port staff believes the current alignment of the underground district should begin at the intersection of Third Street and China Basin Street and extended further south along Terry A. Francois Boulevard to the intersection of Illinois Street, Mariposa Street and Terry A. Francois Boulevard.

The subsequent utility work in the revised underground district will be constructed in three phases, with each phase contingent on the Port's approval for underground work to proceed.

- Phase I consists of the portion defined in the original Pier 52 Boat Launch site underground district established by Resolution 97-04.

- Phase II consists of the portion immediately to the north of Phase I to the intersection of China Basin Street and Third Street.

THIS PRINT COVERS CALENDAR ITEM NO. **6B**

- Phase III consists of the portion immediately south of Phase I southerly to the intersection of Terry A. Francois Boulevard, Illinois Street, and Mariposa Street.

As stated at the Commission meeting on January 14, 1997, the underground district for the Pier 52 Boat Launch Project is necessary to meet parking lot guidelines for the Department of Boating and Waterways. The only cost to the Port for Phase I is to provide underground power service to tenants that are currently connected to the overhead powerlines, and new overhead street lights at 100' intervals in order to replace the light source taken away by the removal of the overhead powerlines. The cost for Phase I is estimated at $120,000. The Phase II portion could be included into the construction for the proposed Pacific Bell Ballpark parking lot, and the Phase III extension could be funded through the Catellus Development Group as it develops the southern waterfront.

Working with PG&E and the San Francisco Department of Public Works, Port staff believes extending the underground district along Terry A. Francois Blvd. is the most economical method of undergrounding the powerline and benefits future Port projects.

Staff seeks the Commission's approval to revise the current underground district along Terry A. Francois Blvd. in order for the Board of Supervisors to vote for approval.

Prepared by: Cliff Jarrard
Chief Harbor Engineer

PORT COMMISSION

CITY AND COUNTY OF SAN FRANCISCO

RESOLUTION NO. **97-49**

WHEREAS, the Port Commission previously approved a utility underground district beginning at the intersection of China Basin Street and Terry A. Francois Boulevard and extending easterly thence southerly along Terry A. Francois Boulevard to 800 feet south of the southerly intersection of Mission Rock and Terry A. Francois; and

WHEREAS, Port staff believes extending this underground district will assist in additional undergrounding with future developments, therefore be it

RESOLVED, that the Port Commission approves an extension of the underground district as now described to begin at the intersection of Third Street and China Basin Street and extend easterly thence southerly from Terry A. Francois Boulevard to the intersection of Terry A. Francois Boulevard, Illinois Street, and Mariposa Street.

I hereby certify that the foregoing resolution was adopted by the Port Commission at its meeting of June 24, 1997.

_____

Secretary

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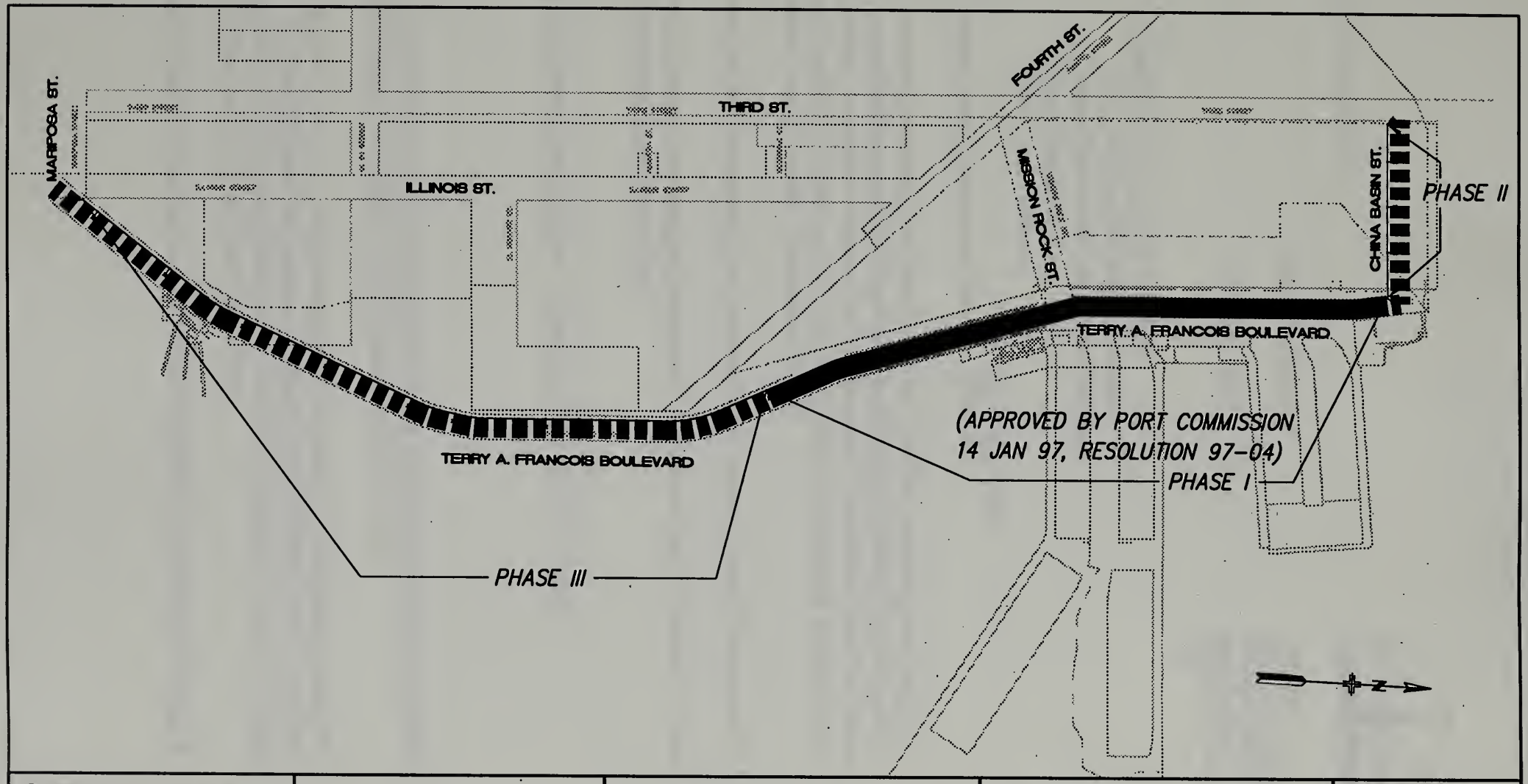

APPROVED BY
SAN FRANCISCO PORT COMMISSION
DATE _____

_____
CHIEF ENGINEER

CONTRACT NO.

PORT OF SAN FRANCISCO
SAN FRANCISCO PORT COMMISSION
DEPARTMENT OF ENGINEERING

UNDERGROUND DISTRICT

SOUTHERN WATERFRONT

IN CHARGE OF:	C. ARII-HO
DRAWN BY:	AMN
DATA FILES:	DPW, POSF SURVEYS
DRAWING NO.	XMISSBAY.DWG
DATE:	18 JUN 97
SCALE:	NO SCALE
NO.	1 OF 1

PORT OF SAN FRANCISCO

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MEMORANDUM

June 19, 1997

TO: MEMBERS, PORT COMMISSION
Hon. Michael Hardeman, President
Hon. Denise McCarthy, Vice President
Hon. Frankie G. Lee
Hon. James Herman

FROM: Douglas Wong, Executive Director BK for DW

SUBJECT: Resolution Adopting the Waterfront Land Use Plan , including the Design & Access Element, and Adopting Findings under the California Environmental Quality Act related to the Port of San Francisco's Waterfront Land Use Plan, as set forth in the Waterfront Land Use Plan Final Environmental Impact Report, dated January 9, 1997 (Resolution 97-50)

Resolution Commending the Waterfront Plan Advisory Board (Resolution 97-51)

Resolution Commending the Waterfront Plan Urban Design Technical Advisory Committee (Resolution 97-52)

DIRECTOR'S RECOMMENDATION: APPROVE THE RESOLUTIONS

Overview

After a six year, comprehensive public planning process, the following documents are presented for Port Commission approval to adopt a Final Waterfront Land Use Plan:

- Waterfront Land Use Plan - Additional proposed revisions and refinements, dated June 18, 1997 which supplement the package of proposed revisions dated June 5, 1997 that were received by the Port Commisison at its June 10th meeting (the "June 10th Proposed Revisions") and the Draft Plan, dated April 1996;

- Waterfront Design & Access, an element of the Waterfront Land Use Plan ("Design &

Access Element") - Proposed revisions, dated June 18, 1997 which supplement the Draft Design & Access Element, dated May 7, 1997;

- Resolutions Adopting Findings Related to the Adoption of the Waterfront Land Use Plan, and Adopting the Waterfront Land Use Plan Including the Waterfront Design & Access Element.

In addition, the following resolutions are presented for Port Commission approval:

- Resolution of Commendation and Appreciation of the Waterfront Plan Advisory Board for Dedicated Public Service;

- Resolution of Commendation and Appreciation of the Waterfront Plan Urban Design Technical Advisory Committee for Dedicated Public Service.

Summary of Additional Proposed Revisions to the Waterfront Land Use Plan

On June 5, 1997, Port staff released proposed revisions to the *Waterfront Land Use Plan* which were presented for review and comment at the June 10th Port Commission meeting. Comments were received from the Planning Department, the Fisherman's Wharf community, the Dolphin Club, and San Francisco Tomorrow (SFT) among others. Port staff reviewed all comments and recommends further revisions described in Attachment A; Attachment A.1 contains the excerpted Plan pages affected by these additional proposed revisions, which are summarized below:

1) Pages 40 and 43: Revisions in response to Planning Department comments which clarify the discussion of the regulatory and policy context of the Plan.

2) Chapter 3, General Land Use Policies: In response to comments from the Dolphin Swim Club, a new general land use policy calling for compliance with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission has been added to apply to the Maritime, Open Spaces and Public Access, Commercial, Academic Institutional, Transportation Service, Community Facility and General Industry use categories.

3) Mission Bay: Revisions are included to reflect Catellus Development Corporation's current efforts to revise the Mission Bay Plan. In addition, in response to comments from SFT, a new development standard is proposed for p. 138 to acknowledge that Seawall Lot 337 is currently designated or zoned for open space in the General Plan and Zoning Map, and that any revisions in the long-term use of the site should be coordinated with changes

in the Mission Bay Plan.

4) Pages 173A and 175: Revisions to the Waterfront Plan Implementation Flow Chart to refer to the urban design guidelines in the *Design & Access Element.*

5) Various pages: Revisions to update the discussion of maritime activities, which do not change any policies of the Waterfront Land Use Plan.

Summary of Proposed Revisions to the Waterfront Design & Access Element

On May 7, 1997, the Port released *Waterfront Design & Access, an element of the Waterfront Land Use Plan (" Design & Access Element").* The *Design & Access Element* is the culmination of a year-long planning effort under the review and guidance of the Waterfront Plan Urban Design Technical Advisory Committee (TAC), jointly staffed by the Port and the San Francisco Planning Department. The TAC members brought to the planning process a broad range of perspectives on waterfront urban design, public access and open spaces, historic resources and architectural design, and represented the following waterfront constituencies: American Institute of Architects; San Francisco Planning and Urban Research Association (SPUR); American Society of Landscape Architects, the historic preservation community; Save San Francisco Bay Association; Bay Conservation and Development Commission (BCDC); San Francisco Planning Department; and the Waterfront Plan Advisory Board. In addition, John Kriken, FAIA, participated in the TAC process and provided assistance to the staff as an Urban Design Advisor.

The *Design & Access Element* contains Port-wide policies, standards, and site-specific design criteria which define how public access and open spaces, waterfront views, historic resources, and city pattern and architectural character can be preserved, enhanced and/or newly created as part of future waterfront development projects. It is the most comprehensive and detailed presentation of urban design policies for the San Francisco waterfront under the jurisdiction of the Port Commission. By including BCDC and Planning Department staff members on the TAC, and jointly developing the *Design & Access Element* with the Planning Department, the Port has made considerable progress towards its goal of developing a consensus about waterfront design policies that will be recognized and consistently applied by the Port, BCDC and the Planning Department when reviewing Port projects.

In general, the Port has received an overwhelmingly positive response to the *Design & Access Element.* Since its release in May, Port staff have held several meetings with various community groups, and additional meetings with Planning Department and BCDC staff. In response to comments which have been received, revisions to the *Design & Access Element* are proposed, which are summarized below. (Note: In order to avoid confusing page layouts, proposed new additions are indicated with grey shading in Attachment B.1; proposed deletions are indicated

with strikeouts in Attachment B.2.)

1) Page 16: The map and text has been revised in response to comments from the Fisherman's Wharf community to include an "Aquatic Park/Hyde Street" City Connection Area, highlighting the existing and planned recreational and fishing industry activities in this area.

2) Chapter 3, beginning on p.18: This chapter has been revised in response to Planning Department requests to recognize "City Pattern" as an important element of waterfront urban design. As a result of this revision, "city pattern" policies, which were included in Chapter 4 of the May 7th version of the *Design & Access Element,* will be moved to Chapter 3, and be equally valued with Public Access and Open Space, Views, and Historic Resources policies which are also included in Chapter 3.

3) Page 23: Revisions to "Commercial and Ferry Facilities" standards have been made in response to BCDC comments to clarify the conditions under which these activities may occur within public access and open space areas.

4) Historic Resource Policies, beginning on p.40: Various revisions have been made in response to comments from SPUR, the Foundation for San Francisco's Architectural Heritage, the Fisherman's Wharf community and the Planning Department. Text has been added to p. 42 to indicate that further preservation planning work to be conducted by the Port will include consideration of the information and recommendations contained in the Architectural Resources Group report, in addition to other Waterfront Plan goals and the Port's responsibilities as trustee of State public lands.

   Other revisions : 1) add five specified buildings in Fisherman's Wharf to the group of historic resources which will undergo further evaluation to develop recommendations for preservation, reuse, and/or replacement; and 2) modify the description of the Pier 70 historic resources to reduce text and instead incorporate a detailed listing and improved map of resources to be included in further preservation analysis for the area.

5) Page 50: A new "Pier Shape" policy and revised "Linear Form" policy has been included to address Planning Department comments requesting that pier reconfiguration projects relate to city pattern. These policies, along with all discussion on pp. 49 - 52, will be moved into Chapter 3 as part of the new "City Pattern" section discussed in item 2 above.

6) Fisherman's Wharf Subarea, beginning on p. 54: Numerous revisions are proposed in response to comments from the Fisherman's Wharf community, Dolphin Swim Club, Planning Department and historic preservation community. Proposed revisions are included to 1) emphasize the Port's commitment to giving priority to the retention and

expansion of fishing industry activities; 2) further recognize the area's unique historic and maritime character, including criteria for further preservation planning for five specified historic resources in the Wharf; 3) further recognize water recreation activities at Aquatic Park; and 4) add language in the subarea introduction and to several pages for individual sites calling for water quality protective measures which comply with all applicable water quality environmental laws and regulations.

7) Northeast Waterfront Subarea, beginning on p. 66: Proposed revisions to 1) clarify the presence of "Transitional Maritime" facilities within this area; 2) further describe the Pier 15-29 Special Planning Study, including its relationship to the further preservation planning, called for in Chapter 3.

8) Page 75: Due to a production error, the text and graphics on this page in the May 7, 1997 version of the *Design & Access Element* was incomplete. The intended text and graphics are included in Attachment B.1.

9) Page 97: In response to comments from the Rincon Point-South Beach Citizen's Advisory Committee, proposed revisions state that the Port will work with the South Beach community to develop further criteria for the design and types of improvements for the Brannan Street Wharf open space.

10) Various pages: revisions to further refine, or add, new site-specific design criteria.

11) Although not specifically shown in the excerpted pages in Attachments B.1 and B.2, 1) all maps will be amended to add North arrows; 2) the "Draft-May 7, 1997" footer on each page will be deleted; and 3) technical graphic refinements will be made to improve the appearance of the report graphics and clarity of information contained.

Resolution to Adopt Findings of the Port Commission and to Adopt the Waterfront Land Use Plan

Included in this staff report for Commission approval is Attachment C: Resolution Adopting Findings Related to the Adoption of the Waterfront Land Use Plan, and Adopting the Waterfront Land Use Plan Including the Waterfront Design & Access Element.

Prior to approving the final *Waterfront Land Use Plan*, including the *Design & Access Element*, the Port Commission must prepare findings based on the Port of San Francisco Waterfront Land Use Plan Final Environmental Impact Report (FEIR), pursuant to the California Environmental Quality Act (CEQA). These findings affirm that the Port Commission has reviewed and considered all the environmental impact analysis and information contained in the FEIR.

The findings also describe the Waterfront Land Use Plan Project as approved, and its relation to the alternatives and variants studied in the FEIR; the disposition of all mitigation measures included in the FEIR to reduce or avoid significant adverse environmental effects; the potential significant environmental effects associated with the Project as approved; and a Statement of Overriding Considerations supporting the decision to approve the Final Waterfront Land Use Plan. The findings, which are included as Exhibits to the Resolution consist of three components: 1) Findings discussion; 2) Text of Mitigation Measures as adopted or recommended for adoption by the Port Commission as part of its adoption of the Final *Waterfront Land Use Plan*; and 3) Mitigation Measure Monitoring Program, as required under CEQA, which describes how each adopted measure will be implemented.

Resolutions of Commendation and Appreciation

It gives the staff great pleasure to include two resolutions for Commission adoption commending the hard work and extraordinary dedication demonstrated by members of the Waterfront Plan Advisory Board and the Waterfront Plan Urban Design Technical Advisory Committee (the Board and TAC, respectively). The Board and TAC have provided the Port with the invaluable benefit of their member's expertise in many fields. Furthermore, through their proceedings to develop the *Waterfront Land Use Plan* and *Design & Access Element*, the Board and TAC have helped the Port educate the public about the Port and facilitate community input on Port activities.

Next Steps

Port staff will attend meetings of the San Francisco Landmarks Preservation Advisory Board on June 18th and the San Francisco Planning Commission on June 19th, and will report any comments or discussions of those meetings at the June 24th Port Commission meeting.

Following Port Commission adoption of the *Final Waterfront Land Use Plan* and *Design & Access Element*, the staff will proceed to seek adoption of conforming amendments to the San Francisco General Plan, Planning Code and Zoning Map; and BCDC's Bay Plan and San Francisco Special Area Plan to establish consistent policies to guide the development of future projects developed along the San Francisco waterfront. Staff will continue to present any proposed amendments to the Port Commission for review and comment before transmitting them to the Planning Commission, Board of Supervisors or BCDC for their consideration.

It is anticipated that the process for amending the General Plan and Planning Code, which must be approved by the Planning Commission and Board of Supervisors, will be completed this fall. The amendments to BCDC documents are expected to be drafted and reviewed by the BCDC by

the end of 1997; however, due to a lengthy administrative review process pursuant to BCDC's regulations (which is not anticipated to affect the content of the revisions), it is projected that the revised BCDC documents will become effective in Spring 1998.

Prepared by: Diane Oshima and Anne Cook
Waterfront Plan Project Managers

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PORT COMMISSION
CITY AND COUNTY OF SAN FRANCISCO

RESOLUTION NO. 97-50

ADOPTING FINDINGS UNDER THE CALIFORNIA ENVIRONMENTAL QUALITY ACT RELATED TO THE ADOPTION OF THE WATERFRONT LAND USE PLAN, AND ADOPTING THE WATERFRONT LAND USE PLAN INCLUDING THE WATERFRONT DESIGN AND ACCESS ELEMENT

WHEREAS, In November 1990, the voters of San Francisco approved Proposition H, which banned hotel development on piers and within 100 feet of the shoreline, mandated the preparation of a waterfront land use plan for this same property, and established a moratorium on new non-maritime development on piers and within 100 feet of the shoreline until the plan is completed; and

WHEREAS, The Board of Supervisors requested the Port Commission to prepare the Waterfront Land Use Plan as provided in Proposition H; and

WHEREAS, The Commission created the 27 member Waterfront Plan Advisory Board ("Advisory Board") to ensure that the Plan would be prepared with maximum feasible public input; and

WHEREAS, The Advisory Board members were appointed based on recommendations by the Board of Supervisors and the Mayor, as well as through a general solicitation of interested citizens, maritime industry representatives, Port tenants, labor unions, neighborhood organizations, architects, planners, and other professionals; and

WHEREAS, Phase I of the public planning process analyzed the land needs of "water-dependent" activities, including the Port's cargo, shipping, fishing, cruise, ferry and excursion industries, and recommendations were completed in October 1992, setting aside approximately 2/3rds of Port lands to accommodate the land-related needs of water-dependent industries; and

WHEREAS, Phase II of the public planning process considered all other appropriate uses for Port property, such as public access and open space, mixed-use commercial and recreational development, museums, residences and warehousing; possible land uses were identified for the sites not previously reserved for water-dependent activities in Phase I; and these possible uses were outlined in "Options for Change," a report published for public review and the subject of public meetings from the fall of 1993 through the spring of 1994; and

WHEREAS, The Advisory Board held public meetings twice monthly for three years and thereafter on an as-needed basis (representing a total of over 100 public meetings),

and hundreds of citizens and interested parties appeared before the Advisory Board or attended sessions regarding the Waterfront Land Use Plan; and

WHEREAS, At a special meeting of the Port Commission on July 26, 1994, the Advisory Board presented its recommended draft Waterfront Land Use Plan ("June 20th Draft") to the Commission and provided a detailed summary of its contents; and

WHEREAS, Port staff also invited comments from the Planning Commission and provided an informational presentation to the Planning Commission on September 1, 1994; and

WHEREAS, Port staff comprehensively reviewed the Advisory Board's recommendations to determine whether the proposed Draft Plan was consistent with the Port's needs and mandated responsibilities, and after considering comments from individual commissioners, other Port staff, the Planning Commission, Planning Department and Mayor's office staff, individual Advisory Board members, and members of the public, Port staff drafted proposed revisions to the June 20th Draft, that were published on November 4, 1994 ("*Revised Draft Plan*"); and

WHEREAS, On November 21, 1994 and December 19, 1994, at duly noticed public hearings, the Port Commission heard public testimony on the *Revised Draft Plan*; and

WHEREAS, On January 12, 1995 at a duly noticed public hearing, the Waterfront Plan Advisory Board heard public testimony, reviewed and discussed the *Revised Draft Plan*, and voted to make further recommendations to the Port Commission with respect to several of the staff's proposed revisions to the draft plan; and

WHEREAS, Between January 13, 1995 and January 20, 1995, Port staff reviewed the public comments and Advisory Board recommendations on the *Revised Draft Plan* and prepared and submitted further proposed revisions to the *Revised Draft Plan* for the consideration by the public and the Port Commission; and

WHEREAS, This Port Commission conducted a duly noticed public hearing on this matter on January 24, 1995, and considered the *Revised Draft Plan*, staff reports including the proposed further revisions to the *Revised Draft Plan*, the recommendations of the Waterfront Plan Advisory Board, and all public comments; and

WHEREAS, This Port Commission authorized Port staff to proceed with the environmental review of the *Revised Draft Plan*, as further revised in the January 24, 1995 Port Commission meeting, and recognized that staff would edit the plan language to ensure clarity and internal consistency and develop graphic materials and summaries to illustrate and convey the plan's goals and policies; and

WHEREAS, The Planning Department prepared a draft EIR ("DEIR"), which identified and analyzed the environmental effects of the Project, and which was published for public review and comment on May 24, 1996, and filed with the State Office of Planning & Research under State Clearinghouse No. 94123007; and

WHEREAS, The DEIR was available for review and comment by interested citizens and public agencies for a period of 62 days, from May 24, 1996 to July 24, 1996; and

WHEREAS, On July 11, 1996, at a duly noticed public hearing, the Planning Commission received oral testimony regarding the DEIR; and

WHEREAS, The San Francisco Planning Department's Office of Environmental Review prepared written responses to comments (the "Responses to Comments") received during the comment period on the DEIR and at the public hearing on the DEIR and submitted the Responses to Comments, errata and staff-initiated text changes to the DEIR (together referred to as the "FEIR") to the Planning Commission; and

WHEREAS, On January 9, 1997, at a duly noticed public hearing, the Planning Commission received oral testimony regarding the FEIR; and

WHEREAS, After considering public comment on the FEIR, the Planning Commission voted to certify the FEIR as having been completed in accordance with the California Environmental Quality Act ("CEQA"); and

WHEREAS, Project Environmental Impact Report files have been made available for review by the Port Commission and the public, and these files are part of the record before the Port Commission; and

WHEREAS, This Commission has reviewed and considered the information contained in the FEIR; and

WHEREAS, The Waterfront Land Use Plan FEIR is a Program EIR, and subsequent specific land use or development projects will be subject to environmental review to determine whether additional analysis would be required in addition to that contained in the FEIR before a project could be approved; and

WHEREAS, The Waterfront Land Use Plan FEIR includes a cumulative impact analysis which includes the effects of the proposed San Francisco Giants Ballpark, which is the subject of its own Draft EIR published on March 14, 1997, and which project will be considered for approval separately from the adoption of the Waterfront Land Use Plan; and

WHEREAS, The proposed San Francisco Giants Ballpark DEIR did not disclose new information of substantial importance so as to require important revisions to the Program FEIR for the Waterfront Land Use Plan; and

WHEREAS, The Port Commission will consider the San Francisco Giants Ballpark project following Planning Commission certification of the FEIR for that project, and after reviewing and considering that FEIR; and

WHEREAS, From January 1996 to May 1997, the Port and Planning Department staff conducted a planning process to prepare a Waterfront Design & Access Element, a component of the Waterfront Land Use Plan, to provide further guidance for the preservation and development of public access and open space, views, and historic resources; and

WHEREAS, The Waterfront Design & Access Element was prepared with guidance from a nine member Urban Design Technical Advisory Committee which convened regular meetings open to the public, and which included representation from agencies and organizations with particular concerns or mandates that relate to the waterfront and individuals with specific expertise in waterfront design and historic preservation; and

WHEREAS, Although the Waterfront Design & Access element was completed after the publication of the Draft EIR, it was not necessary to amend the EIR because the DEIR identified the Design and Access element policies as proposed mitigation for potential environmental impacts, and the inclusion of those policies in the Waterfront Land Use Plan does not require important revisions to the FEIR; and

WHEREAS, On May 7, 1997, the Waterfront Design & Access Element was made available for public review; and

WHEREAS, On May 12, 1997, the Waterfront Design & Access Element was presented and discussed in a joint public meeting of the Port Commission and the Advisory Board; and

WHEREAS, The Port staff has met with many interested organizations to hear their comments on the Waterfront Design & Access Element; and

WHEREAS, The Port Commission has consulted the Planning Commission, and the staffs of the Planning Department and Port have worked closely throughout the six year planning process in preparing and reviewing the Waterfront Land Use Plan including the Waterfront Design & Access Element; and

WHEREAS, The Planning Commission received staff presentations and held public hearings on the Waterfront Design & Access Element on June 5, 1997 and June 19, 1997; and

WHEREAS, The Landmarks Preservation Advisory Board received staff presentations and held public hearings on the Waterfront Design & Access Element on May 21, 1997 and June 18, 1997; and

WHEREAS, The Port Commission received staff presentations and held public hearings on the Waterfront Land Use Plan and the Waterfront Design & Access Element on June 10, 1997 and June 24, 1997; and

WHEREAS, The Waterfront Land Use Plan defines land uses in terms of the land use categories identified in Proposition H as 1) maritime uses, 2) acceptable non-maritime land uses, and 3) unacceptable non-maritime land uses, and this Commission will request the Board of Supervisors to amend the Administrative Code to incorporate land uses not previously identified in the initiative measure, as requested in Proposition H; and

WHEREAS, This Port Commission has considered the revisions to the Waterfront Land Use Plan and Waterfront Design & Access Element, proposed as a result of the environmental review process and on-going review efforts with the staffs of the Planning Department and the Bay Conservation and Development Commission, as well as continuing public outreach; and

WHEREAS, The Final Waterfront Land Use Plan, and any subsequent amendments, will be subject to a public hearing conducted by the Planning Commission to ensure the consistency between the Waterfront Land Use Plan and the City's General Plan, and the Port will prepare and recommend conforming amendments to the General Plan and Planning Code for the consideration by the Planning Commission and the Board of Supervisors; now, therefore, be it

RESOLVED, That the Port Commission hereby adopts the findings set forth in Exhibit 1 (hereafter "Findings") and the Mitigation Measure Monitoring Program set forth as Exhibit 2 to this Resolution No. 97-50, including findings with respect to the environmental mitigation measures identified in the FEIR, the project alternatives, the potential significant environmental effects of the Project, as approved, and a statement of overriding considerations supporting the decision to approve the Waterfront Land Use Plan; and, be it

FURTHER
RESOLVED, That the Port Commission, after balancing the significant adverse effects of the Project on the environment, and the benefits of the Project, concludes that the benefits of the Project override the significant adverse effects based on the considerations stated in the Findings; and, be it

FURTHER
RESOLVED, That the Port Commission finds that no new information of substantial importance has become available, no modification to the project has occurred that would require important revisions to the FEIR, and no substantial changes have occurred with respect to the circumstances under which the project is undertaken, since the Planning Commission certified the FEIR, therefore, there is no need to prepare an addendum or supplement to the FEIR or recirculate the FEIR; and, be it

FURTHER
RESOLVED, That this Port Commission has completed the Waterfront Land Use Plan in compliance with the provisions of Proposition H (adopted November, 1990); and, be it

FURTHER
RESOLVED, That this Port Commission hereby adopts the Final Waterfront Land Use Plan; and, be it

FURTHER
RESOLVED, The Final Waterfront Land Use Plan and its Waterfront Design & Access Element describes the Port's official land use policies to guide the long-term management and development of property under the jurisdiction of the Port of San Francisco; and, be it

FURTHER
RESOLVED, That this Port Commission shall record the action taken in this Resolution and shall certify a copy thereof to the Planning Commission, the Board of Supervisors and the Mayor; and, be it

FURTHER
RESOLVED, That this Port Commission requests staff to prepare draft amendments to the Administrative Code for the consideration of the Board of Supervisors to incorporate the land use categories, as requested in Proposition H, and, be it

FURTHER
RESOLVED, That this Port Commission requests staff to present to it the final drafts of the proposed conforming amendments to the Planning Code and General Plan for consideration and submittal to the Planning Commission and Board of Supervisors to achieve conformity in the land use regulations governing Port property to foster implementation of the Waterfront Land Use Plan; and, be it

FURTHER
RESOLVED, That this Port Commission requests staff to work diligently to obtain the San Francisco Bay Conservation and Development Commission's (BCDC) approval of the Draft Concept Agreement with the Port of San Francisco and Save San Francisco Bay Association, dated December 12, 1996, and adoption of conforming amendments to the BCDC plans and policies to permit the implementation of the Waterfront Land Use Plan, including the Design and Access element.

I hereby certify that the foregoing resolution was adopted by the Port Commission at its meeting of June 24, 1997.

_____
SECRETARY

EXHIBIT 1

FINDINGS OF THE PORT COMMISSION
AFFIRMING THE PORT'S WATERFRONT LAND USE PLAN

I. INTRODUCTION

The following findings are hereby adopted by the Port Commission pursuant to the requirements of the California Environmental Quality Act, California Public Resources Code Sections 21000 et seq., (CEQA), the Guidelines for Implementation of CEQA, 15 Cal. Administrative Code Sections 15000 et seq., (CEQA Guidelines) and Chapter 31 of the San Francisco Administrative Code.

These findings are adopted, and incorporated by reference, in the Port Commission Resolution, dated June 24, 1997, approving the *Waterfront Land Use Plan* (WLUP), including the *Waterfront Design and Access Element* as incorporated into the WLUP (Project).

These findings are based on the Port of San Francisco Waterfront Land Use Plan Final Environmental Impact Report (FEIR). The FEIR is a Program EIR, providing a comprehensive evaluation of impacts that may result from activities or development that could occur under the WLUP policies and related waterfront regulatory documents. The FEIR does not evaluate the impacts of potential development at a project-specific level; specific development projects proposed after adopting the WLUP will be subject to subsequent, project specific environmental review.

Article II is the Description of the Record.

The Project is generally described in Article III, below, and more specifically in the *Waterfront Land Use Plan*.

Article IV sets forth findings as to the disposition of each of the mitigation measures proposed in the FEIR.

Article V of this document sets forth the basis for the approval of the project, and the economic, social and other considerations which support the rejection of the elements of the Alternatives and Variants analyzed in the FEIR which were not incorporated into the Project.

Article VI identifies the significant adverse environmental impacts (including the unavoidable significant adverse impacts) of the Project which have not been mitigated to a level of insignificance by the adoption of mitigation measures as provided in Article V above.

Article VII contains a Statement of Overriding Considerations, setting forth specific reasons in support of the Port Commission's approval of the Project, its rejection of elements of the Alternatives and Variants not incorporated in the Project, and its rejection of mitigation measures in addition to those reasons set forth in Articles IV and V above.

II: DESCRIPTION OF THE RECORD

Findings are based on substantial evidence contained in the record before the Port Commission. For ease and clarity of reading, specific citations to information in the record upon which each finding is based may have been omitted. In all instances, however, these Findings are based on the information contained in the FEIR, as supplemented with information provided by the applicant, consultants, and interested parties, and reasonable inferences drawn from such information, identified below. Much of this information was cited in the FEIR; all of this information has been and will continue to be available for public review at the offices of the San Francisco Planning Department and/or the Port of San Francisco.

For purposes of CEQA and these Findings, the record before this Commission includes, without limitation, the following:

A. All application materials and supporting documents submitted by the Port of San Francisco, including the *Waterfront Land Use Plan* (January 24, 1995 draft and June 1997 final);

B. The FEIR, including the DEIR, comments received on the DEIR, Responses to Comments, errata and staff initiated text changes to the DEIR, and all appendices (January 1995);

C. The Mitigation Monitoring Program for the Project;

D. All staff reports to the Advisory Board or the Port Commission, Planning Commission or other Boards and Commissions attachments, references and material kept in the ordinary course of business associated with the public planning process;

E. All relevant staff, consultant and public reports and memoranda kept in the ordinary course of business providing substantial evidence to support these findings, and the FEIR, including attachments, appendices and references kept in the ordinary course of business;

F. All studies conducted for the *Waterfront Land Use Plan* and FEIR contained or referenced in the staff reports, Plan, and FEIR, including appendices;

G. All public documents related to the *Waterfront Land Use Plan* and the Port's financial condition or referenced in the staff reports and FEIR, including appendices;

H. All documentary and oral evidence, including staff reports, received and reviewed at public hearings, workshops and other public meetings related to the Plan, the public planning process, the FEIR, and/or the Project as approved before the San Francisco Planning Commission, San Francisco Port Commission and San Francisco Board of Supervisors;

I. *Waterfront Design and Access Element*, including all drafts, summary graphics and staff reports received and reviewed at public hearings and meetings.

J. Draft Zoning and Master Plan Amendments

K. All matters of common knowledge to this Commission, including but not limited to:

1. the Port's fiscal status;
2. the Port's policies and regulations;
3. regulations of the City and County of San Francisco, BCDC and others that are applicable to Port property; and,
4. reports and correspondence related to the *Waterfront Land Use Plan* and planning process, including the *Design and Access Element.*

L. All public notices, including but not limited to notices of preparation and completion issued for the Project, and notices of public meetings.

III: PROJECT DESCRIPTION

A. Planning Process

In November 1990, San Francisco voters adopted Proposition H which imposed a moratorium on City agency approval of certain new uses until a Waterfront Land Use Plan was completed to guide the long-term use and development of Port lands. Although Proposition H imposed this plan requirement on only a portion of Port land holdings, the Port of San Francisco decided to develop a land use plan (the "Waterfront Land Use Plan") for essentially the entire area under its jurisdiction, which extends for approximately 7.5 miles, generally from the Hyde Street Pier to India Basin.

The San Francisco Port Commission appointed a 27-member Waterfront Plan Advisory Board in 1991 to prepare and recommend a Draft Waterfront Land Use Plan for the Port Commission's adoption. The members were appointed based on recommendations from the Board of Supervisors, the Mayor and through a general solicitation of interested citizens, maritime industry representatives, Port tenants, labor unions, neighborhood organizations, architects, urban planners and other professionals. The Board held public meetings twice monthly from mid-1991 to mid-1994.

Phase I of the public planning process analyzed the land needs of "water-dependent" activities, including the Port's maritime (e.g. cargo, shipping, fishing) and recreational industries (e.g. cruise, ferries and excursions), including several months of analyzing each industry. Recommendations were completed in October 1992, setting aside approximately 2/3rds of Port lands to accommodate the land-related needs of water-dependent industries.

Phase II of the public planning process considered all other appropriate uses for Port property, such as public access and open space, mixed-use commercial and recreational development, museums, residences and warehousing. Possible land uses were identified for the sites not

previously reserved for water-dependent activities in Phase I. These possible uses were outlined in Options for Change, a report published for public review and the subject of public meetings from the fall of 1993 through the spring of 1994.

On July 26, 1994, the Advisory Board presented its proposed *Draft Waterfront Land Use Plan*, which integrated the preliminary findings made in Phase I and Phase II of the planning process, to the Port Commission. Port staff, while supporting the majority of the Advisory Board's recommendations, proposed revisions for Port Commission review, as contained in a Revised Draft WLUP dated November 4, 1994. The Port Commission held public hearings on the Advisory Board's Draft Plan and proposed Port revisions on November 21 and December 19, 1994 and January 24, 1995. On January 24th, the Port Commission authorized the Port staff to file an application with the Planning Department for environmental evaluation of the *Draft Waterfront Land Use Plan*, as further revised at that Port Commission meeting.

In response to one of the revisions incorporated by the Port Commission into the January 24, 1995 Draft Plan, the Port created an Urban Design Technical Advisory Committee (TAC) to guide the Port in developing the *Waterfront Design & Access Element (Design & Access Element)*. The TAC held meetings which were open to the public from January 1996 to April 1997. The *Design & Access Element* sets forth policies and design criteria to protect and enhance public access, views, preservation of historic resources, and the overall physical form of the waterfront, from Fisherman's Wharf to Pier 70, and effectively implement mitigation measures to address visual quality impacts identified in the WLUP EIR. Future proposals to develop or improve the waterfront will be reviewed for compliance with these policies and criteria to ensure that they are sensitively designed to enhance the aesthetic environment of public enjoyment and the San Francisco waterfront.

The Planning Department prepared a draft EIR ("DEIR"), which identified and analyzed the environmental effects of the Project, and was published for public review and comment on May 24, 1996, and filed with the State Office of Planning & Research under State Clearinghouse No. 94123007. The DEIR was available for review and comment by interested citizens and public agencies for a period of 61 days; the review and comment period expired on July 24, 1996. On July 11, 1996, the Planning Commission held a public hearing to receive oral testimony regarding the DEIR. Recirculation of the DEIR was not necessary because significant new information was not added after the DEIR was released for public review.

The San Francisco Planning Department's Office of Environmental Review prepared written responses to comments (the "Responses to Comments") received during the comment periods on the DEIR and at the public hearing on the DEIR. The Responses to Comments, errata and staff initiated text changes to the DEIR (together referred to as the "FEIR") were submitted to the Planning Commission. The Planning Commission held a duly noticed public hearing on January 9, 1997 to receive oral testimony regarding the FEIR. After considering testimony and evidence in the record, the Planning Commission voted to certify the FEIR as having been completed in accordance with the California Environmental Quality Act ("CEQA").

B. The Project

Under the California Environmental Quality Act, the "project" means the whole of an action, which has a potential for resulting in a physical change in the environment. Where the "project" is a plan or regulation intended to control activities to be initiated later, the EIR must examine the range of environmental changes that would probably result from adopting the new plan. Port property is subject to regulation and oversight by the State Lands Commission, Port Commission, Planning Commission, Board of Supervisors and the San Francisco Bay Conservation and Development Commission (BCDC). These agencies' land use policies are embodied in the Burton Act, Waterfront Land Use Plan, the San Francisco General Plan, the Zoning Map, Planning Code, BCDC Bay Plan, Seaport Plan, Special Area Plan, Total Design Plan and various regulations. The Waterfront Land Use Plan and the related amendments to the other regulatory documents listed above comprise the Project.

The Waterfront Land Use Plan (WLUP) is a land use policy document for property under the jurisdiction of the Port of San Francisco, extending along the waterfront between Fisherman's Wharf and India Basin. The WLUP is summarized in the FEIR at pp. 11-37. A copy of the Plan can be obtained from the Port of San Francisco offices at the Ferry Building. The Plan identifies Port property to be reserved for maritime, public access and projects which aid in the preservation and restoration of the environment. The Plan establishes policies for acceptable land uses, including non-maritime land uses, and lists the acceptable land uses for specific waterfront parcels. The Plan also identifies unacceptable land uses which are to be added to the initiative ordinance provision that found hotel use to be an unacceptable land use (on piers or lands adjacent to the Bay.)

The Plan establishes land use objectives for five geographical sub-areas under Port jurisdiction: Fisherman's Wharf, Northeast Waterfront, Ferry Building, South Beach/China Basin and the Southern Waterfront. The WLUP, and the FEIR, include maps showing the boundaries of the Plan Area and each of the sub-areas.

In addition to establishing land use policy for Port property, the WLUP identifies policies and objectives for the process by which site-specific uses and improvements would be implemented. These policies encourage public participation, early coordination with other governmental agencies with jurisdiction over the property, and other measures to foster efficient and effective review and implementation of specific uses or development proposals.

The Port Commission required the preparation of a *Waterfront Design & Access Element* to supplement the land use policies of the WLUP. The *Design & Access Element* establishes policies, objectives and guidelines for achieving high quality design and public access along the waterfront North of Pier 70. These policies are intended to establish comprehensive Port-wide design and access concepts as well as mitigate potential effects on visual quality, public access and historic resources associated with individual uses or development projects.

The voters designated the Port Commission to prepare the *Waterfront Land Use Plan* because it

is trustee for the public trust lands granted to San Francisco by the State. However, in order for the WLUP policies to be effectively implemented, amendments are required in other planning documents and regulations establishing land use policy applicable to the waterfront.

The Port has identified proposed conforming amendments to the San Francisco General Plan, the Zoning Map, and the City Planning Code. The Planning Commission and Board of Supervisors have authority to review and act on the proposed amendments. The FEIR discusses these amendments on pp. 37-43. The Port staff has since revised these proposed amendments to reflect agency and public review. The Port Commission will conduct a public hearing, then forward proposed legislation to the Planning Commission and Board of Supervisors.

The Port and BCDC entered into a memorandum of understanding (MOU) to establish a process for negotiating specific amendments to the Bay Plan, Special Area Plan and WLUP to establish conformity between the WLUP and BCDC policies and regulations. The FEIR at pp. 44-46 described the issues to be addressed in the MOU process. That effort led to a staff-level Concept Agreement, approved by the respective Directors of the Port and BCDC. A copy of the Concept Agreement is available at the Port of San Francisco offices in the Ferry Building. In addition, the Port incorporated amendments reflecting the Concept Agreement principles into the WLUP and the *Waterfront Design and Access Element*. These policies will have the effect of mitigating potential visual quality impacts and create a comprehensive design plan for public access and view protection, while encouraging improvement of Port facilities. Current BCDC policies and regulations remain effective until BCDC staff completes proposed revisions to the Bay Plan, Special Area Plan and Total Design Plan for review and decision by its Commission.

The FEIR analyzed a full range of potential physical impacts on the environment that could result when individual uses are established or development projects occur under the policies that the WLUP, and implementing legislation and regulations, establish for the waterfront. Because the "project" analyzed in the FEIR is a plan, and not a specific development proposal, a variety of uses could be established consistent with WLUP policies. The FEIR analyzed a range of potential future outcomes in three alternatives, analyzed at an equal level of detail, with four variants on the Alternatives, in order to identify the parameters of potential significant adverse impacts that could result from physical changes in the environment under WLUP policies. Reflecting the interactive relationship between the planning and environmental review process, the WLUP was amended, or augmented by the Waterfront Design and Access element, to incorporate feasible mitigation measures identified in the FEIR. In addition, as discussed below in Article IV, the Port has agreed to impose feasible mitigation measures that would be appropriately required of specific development projects.

The three EIR Alternatives generally represent a progression from low to high levels of new development and activity. The Alternatives reflect a varied mix and location of uses (industrial, commercial, residential, maritime and non-maritime) to highlight potential adverse effects on the environment. In addition, the Alternatives reflect varying assumptions about future changes to laws and regulations that, together with the WLUP, will control development and activities.

The "No-Project Alternative" is based on existing plans and policies, and reflects development that could be expected to occur in the foreseeable future if the WLUP were not approved. This Alternative assumes the least intensive amount of new development occurring in a piecemeal fashion without the benefit of an up-to-date comprehensive plan.

Alternative A reflects a moderate level of intensity of new development, based on presumed regulatory amendments reflecting the WLUP policies for acceptable uses. This Alternative assumed amendments to City and BCDC policies to conform to the WLUP, although BCDC policies governing replacement fill would remain unchanged. This Alternative also assumed a mix of residential uses and commercial uses on seawall lots, with many pier facilities devoted to interim uses such as warehousing and other industrial uses, to highlight potential land use conflicts. Alternative A also presumed more re-use of existing facilities without substantial improvements, with some facilities remaining vacant or becoming condemned. Variant 2, to Alternative A, examined the environmental effects of removal of certain vacant or condemned piers from the Bay.

Alternative B reflects the highest level of new development and activities, assuming intensive growth in industrial maritime activity (container shipping and related uses) as well as new construction for waterfront attractions and visitor-serving uses. This Alternative assumed that City and BCDC laws and policies would be amended to permit new uses consistent with the WLUP under a broader range of circumstances than assumed for Alternative A. For example, this Alternative assumed that BCDC's replacement fill policy would be amended to permit water-oriented commercial recreation uses (e.g. public assembly, restaurants) on more than 50 percent of the pier area removed, at some locations. In addition, an "historic preservation exemption" to the water-oriented use requirement currently applied to the Ferry Building and Agricultural Building is assumed to extend to other historic bulkhead and pierhead buildings.

The Project is embodied in the policies of the Waterfront Land Use Plan, the Waterfront Design and Access element, the General Plan, Zoning Map and Planning Code, with proposed amendments, and the BCDC plans and policies (amended consistent with the Concept Agreement), and will incorporate mitigation measures as discussed below. The Project, as approved in Port Resolution No. _____, is a set of land use policies that could result in future activity and development on the waterfront that reflects elements of both Alternatives A and B, as mitigated.

The WLUP, as well as City and BCDC plans and policies, promote maximizing maritime activities, especially industrial maritime uses such as shipping and ship repair, which could result in an intensity of maritime activities in the southern waterfront consistent with that assumed in Alternative B. Under the Plan, existing facilities could be used for general warehousing and industrial uses in the interim, until the land or facilities were required for maritime purposes. These interim uses were analyzed under Alternative A. In addition, the BCDC Concept Agreement, and the *Waterfront Design and Access Element*, propose that certain facilities not needed for maritime expansion or other be removed from the Bay (e.g. Piers 24, 34 and others) and public access improvements implemented. The environmental impacts associated with pier

removal were analyzed in Variant 2, a variation of Alternative A.

With respect to the commercial maritime uses, such as excursion boat terminals, water-oriented public assembly and commercial recreation, and other non-maritime acceptable land uses, allow activities and new development at levels contemplated under Alternative B could occur under the Plan. The project encourages uses that will attract people to use and enjoy the Bay, as well as uses that generate revenue to fund public trust objectives such as maritime uses and public access. However, policies of the *Waterfront Design and Access Element*, and, if enacted by BCDC, the principles embodied in the BCDC Concept Agreement would minimize potential impacts from such uses on visual quality, promote historic preservation, and create a comprehensive plan for public access improvements, measures not assumed under Alternative B.

Although the Project promotes establishment of uses consistent with the public trust, the WLUP would allow residential uses on some of the seawall lots, as assumed in Alternative A. Although Alternative B did not include residential uses, under the Plan those units could only be built on seawall lots for which Alternative B assumed hotel, office, retail or similar commercial uses. Limited residential use, if it occurs, would not create significant new environmental impacts beyond those identified in the FEIR (e.g. potential land use conflicts, transportation impacts). Similarly, the project could result in some local serving retail use, as assumed under Alternative A. Because this use would supplant visitor or regional serving retail uses assumed under Alternative B, and since local serving retail would have less transportation impacts than other types of retail, there would not be significant new impacts beyond those identified for Alternative B.

The FEIR also identified four variants to the EIR alternatives, to show how environmental impacts could vary as a result of specific development projects or substantial changes in the cumulative context within which waterfront development could occur. The variants include: 1) potential development of the ballpark at Third and King Streets, as a variant to Alternative B; 2) removal and/or closure of certain Piers, as a variant to Alternative A; 3) potential development of a sports arena on Rincon Hill, and 4) potential development of residential and retail uses in the Mission Bay area. The latter two variants were analyzed as variations of the cumulative context of all alternatives.

The WLUP would allow the ballpark use assumed under Variant 1 to occur, subject to independent review and approval actions, following project specific environmental review. The Project incorporates policies that would probably result in the removal of certain piers with the resultant Bay frontage reserved as open space. Thus, Variant 2 is included within the Project description. Variants 3 and 4 are outside the scope of the Plan, but the FEIR analysis of potential cumulative impacts reflects these potential variations of the cumulative context for the Project.

IV: MITIGATION MEASURES

The findings in this section concern mitigation measures set forth in the FEIR. Please refer to the

FEIR, Chapter VI: Mitigation Measures for the text of mitigation measures as proposed. All of the mitigation measures in the FEIR have numeric codes which are used to refer to the measures in these findings.

In the text of these findings, mitigation measures adopted by the Port Commission as proposed are summarized in a few sentences. Mitigation measures within the jurisdiction of other agencies are similarly referenced together with an indication of the appropriate jurisdiction. Mitigation measures which are substantially altered or rejected are summarized in sufficient specificity to allow the reader to understand the rationale for the action. The complete text of each measure that the Port Commission has adopted or is recommending be adopted by another agency is attached hereto as Exhibit A and incorporated herein by reference.

The findings fall into five categories:

1) mitigation measures adopted by the Port Commission exactly as proposed in the FEIR and which can be implemented by the Port Commission;

2) mitigation measures proposed in the FEIR which are adopted by the Port Commission in part or in somewhat modified form, followed by an explanation for the basis of the alteration;

3) mitigation measures proposed in the FEIR which are implemented or enforced by City agencies other than the Port Commission including, but not limited to, the Board of Supervisors, the San Francisco County Transportation Authority and the Department of Parking and Traffic;

4) proposed mitigation measures which fall within the jurisdiction of a non-city agency with an explanation of that jurisdiction; and

5) mitigation measures proposed in the FEIR which the Port Commission rejects as infeasible, followed by an explanation.

A. Mitigation Measures Adopted by the Port Commission as Proposed

The following mitigation measures proposed in the FEIR are found to mitigate, reduce, or avoid significant environmental effects are hereby adopted.

Air Quality

F-2 To help improve air quality, the Port will adopt transportation mitigation measures that reduce vehicle trips. Mitigation Measure D-7 is proposed to help induce shifts from vehicles to transit and is recommended for adoption as proposed.

Biological Resources

H-2 To eliminate impacts to the Townsend's western big-eared bat, surveys and exclusion measures will be taken in abandoned buildings, when appropriate.

Geology, Soils and Seismicity

I-2 To prevent hazards to people and nearby structures from soil adjustments, open sub-grade structures or pits will be adequately designed.

I-3b To minimize dewatering hazards, the Port will require shoring of excavations and support, as necessary, of adjacent structures.

I-4 To mitigate impacts from pile driving, the Port will apply the same mitigation measures as described in I-3b, above, and as described in I-3a,c and d, as modified, below.

I-7a To mitigate the effects of severe ground shaking hazards of Port lands, new high occupancy mid-rise structures (i.e. on the order of 6 to 15 stories) in the Project Area will be designed with the aid of a dynamic method analysis.

I-7b To minimize hazards to building occupants from non-structural damage, the Port will require all Port facilities and tenants to carry out the following measures at a minimum: heavy objects should be attached to secure walls and floors, and light, loose objects should be placed to minimize their potential to move or overturn; large storage containers should not be loosely stacked, and those stored on shelves should have appropriate restraints or other means to prevent them from tipping or sliding off the shelves.

I-7d To minimize hazards to building occupants from non-structural damage in the event of an earthquake, the Port will require that interior elements (ceilings, light fixtures, etc.) be designed to withstand strong ground shaking and remain intact.

I-8a To minimize potential earthquake safety risks related to hazardous materials, the Port will apply specific seismic safety provisions to its leases and to areas and buildings occupied by the Port.

I-9a To reduce the potential for loss of life-line services, project sponsors, including the Port, will be required to employ an engineer qualified in earthquake engineering to incorporate economically feasible engineering methods into the final design of individual facilities developed under the WLUP to reduce the potential for loss of life-line services.

I-9b For individual development projects, the use of flexible connections for utility lines may be needed to minimize potential property damage in an earthquake and as part of an earthquake preparedness plan. Back-up supplies of water, power generators, and battery-

operated telecommunications equipment may need to be installed (or enlarged at the existing facilities). The engineer will recommend the appropriate approach (e.g., separate facilities and equipment or upgrading existing facilities) for all Project Area facilities.

B. Mitigation Measures Adopted by the Port Commission as Modified

This section recites mitigation measures that are adopted in modified form. The mitigation measure is referenced to Exhibit A, attached, summarized as necessary, and the nature and reason for the modification set forth. To the extent that the mitigation measure is modified, it is rejected in its original form. That rejection is based on the information indicated in the paragraph dealing with the mitigation measure, and based on the overriding benefits findings in Article VII.

Transportation

D-4 To assure that all intersections within the Project Area do not deteriorate to unacceptable levels, even where no significant impact is expected at the intersection, this measure proposes an intersection level of service monitoring program. The Port Commission adopts this measure as modified, to instead propose that, as part of the required environmental review for each project, the Port will comply with the Office of Environmental Review's requests for information including, if appropriate, requiring an analysis of intersection level of service for existing and future conditions at intersections which may reasonably be expected to be affected by that development, and require identification and implementation of appropriate mitigation measures. This measure, along with the transportation monitoring data provided by the San Francisco County Transportation Authority for The Embarcadero, King, Third and Fourth Streets is expected to provide regular evaluation of levels of service and performance of intersections within the Project Area. The additional traffic analysis information would be considered by the Port Commission prior to taking action on the project. It is not feasible to deny approval of any future project which would degrade intersection levels of service, because that would subvert the Port Commission's discretionary authority to make decisions which often must balance and achieve a broad range of policy objectives.

D-7 To help induce shifts from vehicles to transit and thereby partially mitigate local intersection impacts and regional highway impacts, the Port will require and/or institute Transportation Demand Management (TDM) Programs among developers of major trip generators. This measure is adopted as modified to reject the requirement that the Port require all developers to prepare TDM Programs and to clarify that the Port will not design the TDM Programs. There is some precedent and rationale for requiring TDM programs of projects that alone generate sufficient peak hour trips to warrant the application of the measure (e.g., the Downtown Plan requires preparation of a transportation management program for new buildings or additions where new, added office use equals at least 100,000 square feet). Application of this measure to all developers is not necessary because some projects may not significantly affect peak hour traffic.

Air Quality

F-1 To reduce the contribution of project construction to local PM-10 concentrations, the Port will require construction contractors to implement a dust abatement program. Specific program elements are recommended, which have been modified to, a) clarify that runoff associated with construction site watering will be controlled in a manner that is consistent with the statewide Storm Water Discharge Permit for Construction; and, b) delete the program element recommending that construction equipment be maintained in good condition and well tuned to minimize particulates from exhaust emissions and that equipment be operated only when necessary, because this program element could not be feasibly enforced.

Visual Quality and Urban Design

G-1 To retain, replace and/or expand visual access to resources of high visual quality, the Port Commission adopts this measure as modified to reflect the information below. The Port Commission will protect, replace and/or expand visual resources through its adoption of the *Waterfront Design and Access Element*, which defines important visual and urban design qualities including public access areas and specified historic structures along the Port waterfront. The *Design & Access Element* includes design criteria for different property types (seawall lots, bulkhead sites and piers, including pier sheds) and site specific design criteria for individual sites which are organized into six subareas. These will ensure that future development will complement existing urban design resources. In addition to the Port Commission, the Planning Commission will review certain classes of waterfront projects for consistency with the *Design & Access Element*. The Port will propose additional revisions to Section 240.1 and 240.3 which would establish a waterfront design review process applicable to projects involving new construction or substantial exterior alterations. The existing design criteria in Section 240.1 (consideration of provision of maximum feasible public access, view corridors along streets into the Bay or of the waterfront, limitation on fill in the Bay, and protection of panoramic views) would remain and new criteria requiring consistency with the *Waterfront Land Use Plan* and the *Design & Access Element*, which include additional design measures to be incorporated into new waterfront development projects, is proposed to be added. This measure is modified slightly, as shown, so that the terminology and project approval process will correspond with the final edits to the *Waterfront Land Use Plan* (WLUP) and the *Design & Access Element* of the WLUP.

G-2 To ensure that project approvals are consistent with adopted visual quality standards, this measure is recommended for adoption, as modified. The Port Commission will consider visual quality objectives as defined in the *Waterfront Design & Access Element* (i.e. protection, enhancement or creation of public access, views, City form and architectural features, and preservation of historic resources) early in the development of project proposals. The Port Commission will consider approval of the following two edits to the *Waterfront Land Use Plan* (WLUP) which would document this commitment: 1) The

project implementation flow chart in Chapter 5 of the WLUP will be modified to indicate that project feasibility issues, including "urban design guidelines applicable to the site and vicinity as outlined in the *Waterfront Design & Access Element* will be considered during the 2nd stage of the Waterfront Plan Implementation Process, and 2) Implementation recommendation (3) on page 175 of the WLUP will be revised as follows: "Urban design policies and design guidelines set forth in the *Waterfront Design & Access Element* will be considered in identifying development concepts and will be reflected in the specifications included in the request for proposals. All approval actions by the Port Commission will include findings regarding a project's consistency with the *Waterfront Land Use Plan*, including the *Design & Access Element*, as further amended to include conclusions of future preservation planning and special studies." The last sentence is a modification of the suggested statement in the mitigation measure proposed in recognition of the Port Commission's discretionary authority to make decisions which often must balance and achieve a broad range of policy objectives including the protection and enhancement of visual resources. In addition, the Port has recommended establishing a joint design review process to provide early and coordinated review of proposed projects, to ensure consistency with the WLUP including the *Design & Access Element*.

G-3 To prevent adverse shadow and wind impacts on designated public access areas and vantage points within subareas, the measure suggests that the design guidelines adopted by the Port Commission should include policies that discourage excessive winds and shadows on public access areas and public vantage points with views of visually prominent resources and that the Port should incorporate standards in Section 148, Reduction of Ground Level Wind Currents in C-3 Districts. The Port Commission adopts this measure, as modified, to be implemented by a qualitative standard which is included in the *Waterfront Design & Access Element:* "Micro climatic Conditions: The design and placement of new public access and open spaces should address micro climatic conditions by providing, for example, places that are sheltered from wind and places which receive maximum sun exposure." This standard reflects the fact that the majority of the Project Area is located within a 40 foot height limit district. Development within areas of 40-foot height limits are not expected to have an adverse level of ground-level winds or significant shadowing effects. Section 148 of the Planning Code sets forth wind reduction standards for C-3 districts which were developed specifically to address the potential impacts of downtown high-rise buildings, which are not allowed along the waterfront, and as a result are not appropriate to Port property. The *Design & Access Element* microclimate standard is a reasonable measure to reduce wind impacts within a physical context where future development generally will be low-rise, and located at the edge of the City or Bay where strong prevailing winds exist as part of the marine environment regardless of development.

Structures higher than 40 feet are allowed on some seawall lots. Future development proposals for these sites will be subject to wind and shadow analysis during subsequent environmental review processes and mitigation measures will be identified to address any adverse impacts. If measures are proposed to reduce building height to mitigate potential shadow or wind impacts on public open spaces

and public access area on Port property, the Port Commission would have to consider them, along with other factors such as the benefit of generating revenues from seawall lot developments to finance maritime use, public access, historic preservation and other public trust responsibilities.

Biological Resources

H-1 To eliminate potentially significant impacts of dredging or pier repair/replacement on the Pacific herring fishery, the Port will limit dredging operations and pier repair/replacement to between March 1 and November 30. In cases where such operations must conflict with the herring season, the Port will comply with specific monitoring requirements established by the permitting agencies. This measure is adopted with a modification to clarify that special permission is required to allow the Port to dredge during herring season, which is otherwise restricted in the Port's permit to dredge, and that the State Department of Fish and Game, rather than the State Lands Commission, is one of the key agencies that review such permits.

Geology, Soils and Seismicity

I-1 To ensure that the design of new buildings and designs for increased loads upon existing structures are adequate to mitigate geologic hazards, a geotechnical investigation will be conducted under the direction of a Geotechnical Engineer prior to permitting new construction or reuse of an existing structure for new uses that increase the load of the structure so as to trigger the requirements of Section 3403.6 of the San Francisco Building Code. The geotechnical investigation will be performed to evaluate subsurface conditions and existing foundation conditions at the site. The geotechnical investigation will evaluate the potential hazards such as settlement, ground shaking, ground rupture, liquefaction, subsidence, slope stability, and lateral spreading. Recommendations will be made to a structural engineer regarding mitigation of geologic hazards, if appropriate. A geotechnical report will be prepared and made available to the project structural engineer of record for the purposes of establishing the design of new foundations, upgrading of existing foundations and seismic design. This measure is adopted as modified to clarify that geotechnical and structural engineers are retained to consider seismic mitigation requirements in accordance with the San Francisco Building Code requirements. The San Francisco Building Code contains strict requirements for new construction and reuse of existing structures to mitigate against seismic hazards.

I-3a To prevent damage to off-site property during construction dewatering, the Port will require submittal and review of dewatering and excavation plans that include an analysis of potential impact to adjacent properties and condition such projects accordingly. This measure is adopted as modified to add a requirement that the dewatering plan include an evaluation of ground water quality, flow patterns and disposal.

I-3c To cover the costs of potential damage to off-site property from dewatering and pile

driving, the Port will require the applicant to post a surety bond or other financial assurance. This measure is adopted as modified to permit the use of assurances other than a surety bond to satisfy this measure.

I-3d This measure requires the Port or Project Sponsor to notify all property owners within 200 feet of any proposed construction activity that would require dewatering or pile driving at least three months prior to the date of initiating demolition or excavation, whichever is the first activity to occur. This measure is adopted with a modification to require the notification to occur at least 30 days prior to the date of initiating demolition or excavation, whichever is the first activity to occur. The measure, as modified, provides a reasonable notice period without unnecessarily delaying new projects and achieves the intended purpose of the measure, which is to provide an opportunity for all property owners to comment on the construction activity and allow them the opportunity to document the pre-construction condition of their property which would help to identify the extent of damage caused by construction within the Project Area.

I-5 To assess potential hazards to Port facilities, this measure requires that an engineering geologist review proposed new dredging activities that are deeper or in different locations that ongoing maintenance dredging. This measure is adopted in a modified format to clarify that engineering review is only necessary if new dredging is proposed that is deeper than the designed depth. The designed depth is the maximum dredge depth that can be accommodated at a location without posing a potential hazard to adjacent facilities. Over time, it may be necessary for the Port to perform maintenance dredging to depths that are lower than previous dredge levels, but that do not exceed the designed depth.

I-6 To avoid life safety hazards and potential damage to adjacent properties, the Port will carry out or require effective measures that leave the site of all demolished buildings in a condition that will not pose a life safety hazard or potential to damage adjacent properties. This measure is adopted as modified to clarify that the Port will either carry out this measure or require project sponsors to carry out this measure.

I-7c Because of the large number of employees and visitors in some facilities potentially on-site in an earthquake and the likelihood that the facilities will be needed to supply emergency response services, high-occupancy facilities that are suitable to supply emergency response services will be required to store emergency response supplies and equipment on-site for a 72-hour reserve. This measure is adopted as modified to clarify that there are some high occupancy facilities (i.e. Pier 7 public access pier) that would not be suitable for storing emergency response supplies and equipment.

I-7e To minimize hazards to building occupants from non-structural damage in the event of an earthquake, this measure recommends that the Port, pursuant to the Uniform Plumbing Code, require the use of flexible utility connections and that water heaters be fastened to walls. The Port will not permit the installation of automatic shut-off valves for water

supplies. The Port will require appropriate signage indicating the location of shut-off valves for natural gas, in accordance with Fire Department requirements. This measure is adopted as modified. The FEIR recommendation to require automatic gas shut-off valves is rejected at this time becuase the valves currently available are too sensitive to traffic and other non-seismic events. Room/building layout diagrams are not necessary to mitigate potentially significant adverse impacts because shut-off valves are located outside of buildings and marked in accordance with Fire Department guidelines so that they may be readily located. The Port will follow the Fire Department guidelines for signage and demarkation of the shut-off valves.

I-7f This measure calls for the Port to require fire extinguishers be located throughout all facilities in compliance with the Fire Code. The Port will require that cabinets are not placed where they could overturn and block access to fire extinguishers. New leases will require the training of all staff of offices, hotels, industrial facilities, restaurants and entertainment complexes in the use of fire extinguishers. This measure is adopted, as modified, to clarify that the Port will rely upon the Fire Code to determine the appropriate location for fire extinguishers and that new lease provisions will require the staff training, as recommended.

I-7g This measure calls for the Port to prepare an earthquake preparedness plan and an earthquake response plan, either as separate plans or to tie in with the Emergency Plan currently being prepared by the Port and to undertake a program of earthquake preparedness and response planning for all its tenants. This measure is adopted as modified to clarify that the Port has completed an Emergency Plan which includes earthquake preparedness and response plans, and has, thus, completed a portion of this mitigation measure. The Port will assist its tenants with earthquake preparedness and response planning and will establish thresholds, in consultation with the Fire Department and/or Health Department, for requiring new tenants to prepare earthquake preparedness/response plans. It is not feasible, at this time, for the Port undertake response planning for all of its tenants due to staffing and budgetary constraints.

I-8b To minimize potential hazards in an earthquake, this measure urges the Port to require tenants to design all facilities for storage of hazardous chemicals in containers, such as cabinets, shelves and drawers and enforce such requirements. This measure is adopted as modified such that the Port will require tenants to store all hazardous materials in accordance with City and Count of San Francisco Department of Health requirements and other applicable regulations and will conduct inspections for compliance if feasible. The modification achieves the intended effect of the measure and will ensure that the Port's policies are consistent with the City and County Department of Health standards. Given the current and reasonably foreseeable budgetary constraints, it is not feasible for the Port to commit to routine inspections of every tenant for compliance with this measure. The self-reporting provisions of this measure, as required through new lease provisions, are expected to be effective in conjunction with the Port's current program of hazardous materials inspection.

I-9c The Port will encourage the City's Office of Emergency Services (OES), Fire Department and Police Department to plan routes of alternative emergency access to development sites and will cooperate in such planning efforts. The measure is adopted as modified to clarify that OES, the Fire Department and Police Department are primarily responsible for planning access routes to the Project Area from the various stations throughout the City that might respond to an emergency within the Project Area, including alternative routes.

I-10a The Port will develop and follow an inspection schedule for regular inspection and evaluation of the condition of its piers. In conjunction with the inspection schedule, a maintenance and repair schedule will be developed and implemented, within the financial means of the Port. This measure is adopted with a modification to clarify that the Port may not have sufficient funds to implement all identified pier repair items. The Port has accumulated approximately $25 million in deferred capital maintenance items for both its maritime and commercial properties. Many critical capital items, including pier maintenance, are expected to be funded each year from revenue, grant funds and unexpended bond proceeds, however, it is not feasible to expect that the Port will be able to fund all identified pier repair projects.

I-10b Piers that are in poor condition should be repaired or demolished and removed, if feasible. If repaired, piles that are deteriorated should be replaced or the portion that is rotted or deteriorated should be cut off and replaced with a concrete steel sleeve. A structural engineer will be consulted regarding the repair of the piers. As with measure I-10a, this measure is adopted with a modification to clarify that it may not be feasible for the Port to repair or demolish and remove all of the piers that are in poor condition. The Port has accumulated approximately $25 million in deferred capital maintenance items for both its maritime and commercial properties. Because of the budget priority to provide subsidy to maritime uses, it is not feasible to repair, demolish or remove piers in poor condition immediately. The Port is working with BCDC to establish policies that would facilitate the removal of condemned piers and repair or removal of piers in poor condition. The Waterfront Design and Access element reflects this policy objective.

I-11a To reduce the potential for casualties at the time of an anticipated tsunami incursion, the San Francisco Police Department will close off Fisherman's Wharf and Hyde Street Pier to the public and the Port will request all marina operators and ferry boat operators to close off public access to docks. This measure is adopted as modified to distinguish between actions to be taken by the Port and the Police Department.

Historic Architectural Resources

N-1 This measure calls for the Port Commission to establish a program and/or regulations which would prohibit the demolition or substantial alteration of historic architectural resources which have been identified as significant, either in the FEIR or pursuant to further study. This measure is adopted as modified to reflect language in the *Waterfront Land Use Plan's Waterfront Design & Access Element* which encourages retention and

reuse of designated historic architectural resources and potentially significant resources found to be significant (pursuant to Measure N-2) and which outlines the future studies which may adequately mitigate potential significant adverse effects on historic architectural resources. In addition, the *Waterfront Design & Access Element* also includes design criteria intended to ensure that the design, materials, style, and detailing of new buildings, street furniture, and other public improvements enhance rather than conflict with historic resources.

The *Waterfront Design & Access Element* states that the Port will work with the State Historic Preservation Officer, local historic preservation organizations, and other waterfront constituencies to evaluate waterfront historic resources; nominate significant resources for formal recognition (e.g., listing in the National Register of Historic Places); and explore options for coordinating policy for these resources, including programmatic agreements for two areas of the waterfront: Fisherman's Wharf to China Basin, and Pier 70.

Within the area from Fisherman's Wharf to China Basin, the Port will:

1) Rehabilitate and adaptively reuse the following resources consistent with *The Secretary of the Interior's Standards for Rehabilitation of Historic Buildings (Secretary's Standards)*: The Ferry Building; Agriculture Building; Beltline Roundhouse; Fireboat House; Bulkhead Buildings and Connector Buildings at Piers 1-5; and Bulkheads and Pier Sheds at Piers 45 and 48.
2) Retain and develop rehabilitation criteria for other potentially significant Bulkhead and Connector Buildings, protecting them from alterations inconsistent with the *Secretary's Standards* until rehabilitation criteria are adopted.
3) Further evaluate historic Pier Sheds and other potentially significant historic resources, considering historical significance, architectural features, relationship to other historic resources, City pattern, economic development, structural condition, financial feasibility, and compatibility of reuse with maritime activities, views, public access, and other *Waterfront Land Use Plan* goals, to develop recommendations for preservation, reuse and/or replacement.

Within the Pier 70 area, the Port will:

1) Retain and reuse Union Iron Works buildings #101, 102, and 104. The Port will rehabilitate these buildings consistent with the *Secretary's Standards* if feasible.
2) Seek funding for preservation and rehabilitation of Building 113-114.
3) Take steps to stabilize potentially significant historic resources to prevent further deterioration, within the financial means of the Port.
4) Conduct further research of historic resources to analyze the potential for establishing a National Register Historic District, based on periods of historical significance, unique architectural or industrial qualities, associations with historically significant events, and feasibility of adaptive reuse.

The inclusion of these historic resource policies and design criteria in the *Waterfront Design & Access Element* reflects the Port's intent to minimize adverse impacts on existing or future designated significant historic resources. The Port, as trustee of public lands, is responsible for promoting navigation, fisheries, and maritime commerce; protection of natural resources; and uses which attract people to the waterfront. Historic preservation objectives can be achieved consistent with these Public Trust responsibilities. However, the Port cannot commit in advance to preserving resources which are the subject of further studies to determine their significance. As a result, the Port's historic preservation strategy, as expressed in policies contained in the *Waterfront Design & Access Element,* may not result in preservation of all potentially significant historic resources. To acknowledge the potential loss or adverse impact to potentially significant historic resources, Section VI of these findings includes a statement of this potential unavoidable environmental effect of the Waterfront Plan project.

N-2 The Port, assisted by a qualified professional, should further define which historical resources are significant and why. This measure is adopted as modified to reflect the policies in the *Waterfront Design & Access Element* which call for two types of "identification" efforts: 1) further evaluation of potentially significant resources to identify significant historic resources, and 2) identification of specific features of historic resources which contribute to their significance. Further identification of significant historic resources could result in applications for local landmark designation, requests for determinations of eligibility for the National Register of Historic Places (National Register) by the State Historic Preservation Officer, or nominations to the National Register. Further identification of character-defining features of individual resources could help to inform the development of rehabilitation criteria. These identification efforts may be broken into reasonable phases. The Port, assisted by a qualified professional, and working with the State Historic Preservation Officer, local preservation organizations, and other waterfront constituencies, will carry out further preservation planning described below.

Within the Fisherman's Wharf to China Basin area, the Port will:

1) Identify the character-defining features of The Ferry Building; Agriculture Building; Beltline Roundhouse; Fireboat House; Bulkhead and Connector Buildings at Piers 1-5; and Bulkheads and Pier Sheds at Piers 45 and 48.
2) Develop criteria for rehabilitation and reuse of other historic Bulkhead and Connector Buildings identified in the *Waterfront Design & Access Element.*
3) Evaluate other historic resources identified in the *Waterfront Design and Access Element*, including the Piers and Pier Sheds at Piers 1, 9, 15, 19, 23, 31, 33, 26, 28, and 38, to develop recommendations for preservation, reuse or replacement.

Within the Pier 70 area, the Port will:

1) Identify the character-defining features of Union Iron Works Buildings No. 101, 102,

104, and 113-114.

2) Further evaluate the significance of resources identified as potentially eligible for listing on the National Register. The evaluation will describe district boundaries, the physical condition of identified buildings, and any qualities that might make some portions of the district (including some buildings) of greater significance than others.

N-3 The Port should develop and adopt standards for changes to historic resources. This measure is adopted as modified to reflect the historic preservation policies contained in the *Waterfront Design & Access Element* of the *Waterfront Land Use Plan*. Historic preservation objectives can be achieved in the context of change and do not require "freezing" buildings and districts in time. For this reason, and because thoughtfully designed changes to significant historic resources would be less likely to have a significant effect on the environment than demolitions or insensitive alterations, the Port will develop and adopt preservation design standards regarding changes to historic resources as identified in the *Design and Access Element.*
The standards will outline the types of changes that would be acceptable for historic resources, and will likely include, but would not necessarily be limited to, one or a combination of the following treatments applied to specified historic resources:

- Retention of historic building fabric and significant architectural features.
- Retention of a building's general form and overall integrity, not just a building's facade.
- General strategies for reusing historic buildings and integrating new uses and development into and around those resources.
- Use of the State Historical Building Code where applicable.

Within the Fisherman's Wharf to China Basin area, the Port will:

1) Rehabilitate and adaptively reuse the following resources consistent with *The Secretary of the Interior's Standards for Rehabilitation of Historic Buildings (Secretary's Standards)*: The Ferry Building; Agriculture Building; Beltline Roundhouse; Fireboat House; Bulkhead Buildings and Connector Buildings at Piers 1-5; and Bulkheads and Pier Sheds at Piers 45 and 48.
2) Retain and develop rehabilitation criteria for other potentially significant Bulkhead and Connector Buildings, as identified in the *Waterfront Design & Access Element,* protecting them from alterations inconsistent with the *Secretary's Standards* until rehabilitation criteria are adopted.
3) Further evaluate historic Pier Sheds and other potentially significant historic resources, as identified in the *Waterfront Design & Access Element,* considering historical significance, architectural features, relationship to other historic resources, City pattern, economic development, structural condition, financial feasibility, and compatibility of reuse with maritime activities, views, public access, and other *Waterfront Land Use Plan* goals, to develop recommendations for preservation, reuse and/or replacement.

Within the Pier 70 area, the Port will prepare rehabilitation criteria for Buildings 101, 102, 104, and 113-114, which will apply the *Secretary's Standards* to the maximum extent feasible.

N-4 The Port should consider historic preservation objectives early in the development of proposed projects, evaluate projects against design standards for changes to historic resources and ensure that project approvals are consistent with adopted standards. This measure is adopted as modified to specify the manner in which the Port will implement the measure. Development projects which thoughtfully consider significant and potentially significant historic resources in the context of preservation objectives and standards early in their planning process would be less likely to result in demolition or insensitive alterations. To lessen or avoid significant effects upon historic architectural resources, the Port will give consideration to significant and potentially significant historic architectural resources during Step 2 of the Waterfront Plan Implementation Process (*Waterfront Land Use Plan*, Chapter 5, "Implementation of the Plan"), subject to historic resources policies contained in the *Waterfront Design & Access Element.* In addition, development feasibility, site opportunities and constraints, community and outside agency input and design issues will be analyzed and considered during this step of the implementation process. All approval actions by the Port Commission will include findings regarding a project's consistency with the *Waterfront Land Use Plan*, including the *Design & Access Element* as further amended or appended to include the conclusions of future preservation planning studies.

N-5 To prevent potential deterioration or destruction of historic architectural resources in the absence of specific proposals to restore or rehabilitate them, the Port will prioritize resources in need of repair and maintenance and fund the needed preservation work to the extent that funding is available. This measure is adopted as modified to reflect that implementation of this measure will occur to the extent that funding is available.

Archaeological Resources

O-1a This measure would add a statement to the WLUP declaring the avoidance of potentially significant archaeological resources to be the preferred action, whenever feasible, in the management/preservation of potentially significant buried cultural resources. Initial project planning should take identification and protection of these resources into account whenever possible. Such avoidance could involve selection of an alternate site or design modifications that reduce or eliminate excavation in sensitive areas. This measure is adopted, as modified, to preserve the Port Commission's discretionary authority to make decisions which often must balance and achieve a broad range of policy objectives. Measure O-1b, to be adopted by the Port Commission, requires the Port or project sponsor to retain an archaeologist as early as is practical in the site selection or schematic design stage of development projects that could potentially affect subsurface archaeological resources. The information made available regarding archaeological resources impacts must be considered along with the many other potential environmental issues prior to determining that a given site should be avoided. Initial project planning will take

identification and protection of potentially significant archaeological resources into account whenever possible. Design modifications will be encouraged that reduce or eliminate excavation in sensitive areas.

The Port Commission finds that the modifications to the mitigation measures as described above do not result in significant environmental impacts not previously disclosed in the FEIR or a substantial increase in the severity of any such environmental impact.

O-1b This measure would require the Port to retain an archaeologist as early as is practical in the site selection or schematic design stage of development projects that could potentially affect subsurface archaeological resources. This measure is adopted as modified to exclude submerged lands beneath the Bay because offshore portions of the Project Area have always been underwater during historic times and were not part of the historic fill area and, thus, no significant historic resources would be expected in these areas.

C. Mitigation Measures within the Jurisdiction of Other City Agencies

The Port Commission finds that certain mitigation measures as they appear the FEIR fall within the jurisdictions of City agencies other than the Port Commission. Unless otherwise indicated, the Commission determines that such measures should be carried out by the named Agency at the appropriate time, and can and should be adopted by said Agency unless they are infeasible, as determined by that Agency. In some cases where the Port Commission recommends adoption in some modified format, the modification is explained. The Secretary of the Port Commission is hereby directed to transmit copies of these measures to the affected City Agency.

Some of these mitigation measures which lie within the jurisdiction of other City Agencies are not, in the opinion of the Port Commission, measures which should be adopted by such agencies at this time. Where this is the case, an explanation is provided along with indication of which jurisdictions would be affected. The secretary is hereby directed to transmit the measures to the affected City Agency, but the Port Commission declines, for the reasons stated herein, to recommend that these measures can and should be adopted by the Agency, and to that extent such measures are rejected.

Transportation

D-1 To maintain an acceptable level of service at the intersection of Bay Street and The Embarcadero during the weekday p.m. peak hour, this measure suggests the provision of a right turn arrow for the Bay Street approach to the intersection. The Port Commission recommends that the Department of Parking and Traffic implement this measure, as modified to clarify that if future traffic analysis indicates that a Port project will contribute traffic to this intersection such that the right turn movement from Bay Street onto the Embarcadero operates at an unacceptable level of service during the weekday p.m. peak hour that could be mitigated with the provision of a right turn arrow for the Bay Street approach to this intersection, the Port Commission will recommend that the improvements

be provided at that time. Otherwise, the Port will authorize the described improvements when the Department of Parking and Traffic determines that they are necessary.

D-2 To maintain an acceptable level of service at the intersection of Bay Street and The Embarcadero during the weekday p.m. peak hour and during the Saturday midday peak hour, this measure suggests provision of a right turn arrow for the Bay Street approach to the intersection eastbound. The Port Commission recommends that the Department of Parking and Traffic implement this measure, as modified to clarify that if future traffic analysis indicates that a Port project will contribute traffic to this intersection such that the right turn movement from Bay Street onto the Embarcadero operates at an unacceptable level of service during the weekday p.m. peak hour or during the Saturday midday peak hour that could be mitigated with the provision of a right turn arrow for the Bay Street approach to this intersection eastbound, the Port Commission will recommend that the improvements be provided at that time. Otherwise, the Port will authorize the described improvements when the Department of Parking and Traffic determines that they are necessary.

D-3 To maintain an acceptable level of service at the intersection of North Point and The Embarcadero during the weekday p.m. peak hour, this measure suggests removal of two to three parking spaces and removing the red zone along the southern edge of North Point Street approaching the intersection and provision of a right turn pocket. The Port Commission recommends that the Department of Parking and Traffic implement this measure, as modified to clarify that if future traffic analysis indicates that a Port project will contribute traffic to this intersection such that the improvements could mitigate a potential significant impact of the project, the Port Commission will recommend that the improvements be provided at that time. Otherwise, the Port will authorize the described improvements when the Department of Parking and Traffic determines that they are necessary.

D-6a To provide additional seating capacity for short transit trips along The Embarcadero north of the Ferry Building, primarily on weekends, and to relieve projected congestion on individual MUNI lines Citywide, this measure proposes to apply the Transit Impact Development Fee Ordinance within the Project Area and to expand its application to other land uses besides new office use. This measure is within the jurisdiction of the Board of Supervisors. The Port Commission recommends that the Board of Supervisors reject this measure because it would establish an inequitable basis of taxation burdening property held by the City in trust to promote navigation, fisheries, waterborne commerce, natural resource protection and uses that attract people to use and enjoy the Bay. Assessed fees would not be required of adjacent, private property owners under this proposed measure. Existing restrictions on public property and on public property within the jurisdiction of the Bay Conservation and Development Commission already strictly limit or eliminate many land uses for which there is a market demand from which adjacent and nearby property owners have been able to receive economic benefits. Additional requirements that would adversely affect the Port's ability to attract capital investment in San Francisco's waterfront

would place the Port at a further competitive disadvantage and thus represent an undue burden which potentially thwarts the Port Commission's ability to maintain and operate the property consistent with the provisions of the Burton Act. Many waterfront uses require Port subsidy and could not feasibly fund fees for transit subsidies. The Port has provided property along the waterfront to facilitate capital improvements for transit service to improve public access to and along the waterfront.

D-6c To provide additional seating capacity for short transit trips along The Embarcadero north of the Ferry Building, primarily on weekends, and to relieve projected congestion on individual MUNI lines Citywide, this measure suggests that specific transit improvements along the waterfront that could help mitigate unmet transit demand be identified and listed as a component of a new Transportation Expenditure Plan that would be prepared in support of reauthorization of San Francisco's half-cent sales tax which expires in year 2009. This measure is within the jurisdiction of the San Francisco County Transportation Authority. This measure is recommended for adoption, modified to note that funded improvements under the plan could include commuter ferries or water-taxis.

I-11a To reduce the potential for casualties at the time of an anticipated tsunami incursion, the San Francisco Police Department will close off Fisherman's Wharf and Hyde Street Pier to the public and the Port will request all marina operators and ferry boat operators to close off public access to docks. This measure is adopted, as modified to distinguish between actions to be taken by the Port and the Police Department.

D. Measures within Non-City Agency Jurisdictions

The Port Commission finds that the following mitigation measure as it appears in the FEIR falls within the jurisdiction of a non-City Agency. This measure should be adopted by such agency, if feasible. The Secretary of the Port Commission shall send copies of this measure to the appropriate non-City Agency.

Air Quality

F-3 To limit or reduce emissions from marine vessels, the measure suggests the establishment of emissions standards for new marine engines. This measure is within the jurisdiction of Federal and State authorities (the U.S. Environmental Protection Agency and California Air Resources Board). The Port Commission supports the implementation of this measure.

E. Mitigation Measures Rejected and the Reasons for Rejection

The Port Commission finds that specific economic, social or other considerations make the mitigation measures quoted below either partially or totally infeasible. Each mitigation measure is followed by a statement of the reasons it was either rejected in part and adopted in part, or rejected entirely.

Transportation

D-5 To reduce vehicular traffic, and to accommodate demand for transit along The Embarcadero, additional transit service along The Embarcadero would be needed, particularly on weekends. The mitigation measure calls for provision of financial assistance to MUNI for both capital and operating costs, or, if this is infeasible, provision of private transit shuttle services. The Port Commission urges the Board of Supervisors to augment the funding for MUNI service along The Embarcadero, as needed. However, the Port Commission does not adopt this measure as it is infeasible. Implementation of this measure would single out the Port and/or its tenants as a source of revenue for transit services without similarly taxing other property owners that would benefit from the increased service. This measure would place the Port at a competitive disadvantage for leasing, and thereby improving, the property along San Francisco's waterfront. Moreover, the Port has provided property to accommodate capital improvements for transit service along the Embarcadero which, if used to its fullest, will mitigate transportation impacts.

D-6b To provide additional seating capacity for short transit trips along The Embarcadero north of the Ferry Building, primarily on weekends, and to relieve projected congestion on individual MUNI lines Citywide, this measure proposes that a new funding mechanism for MUNI be enacted, such as a Special Transit District and that the Port actively support such future proposals. The Port Commission rejects this measure because it cannot be feasibly implemented. The Port Commission must use its available funds to subsidize maritime and public trust uses. The Port has already contributed to facilitating transit by dedicating Port property for the Waterfront Transportation Projects which include transit service along the Embarcadero. New development on Port property will yield increased general fund tax revenues that the Port Commission would urge be reinvested in transit service improvements.

D-6d To provide additional seating capacity for short transit trips along The Embarcadero north of the Ferry Building, primarily on weekends, and to relieve projected congestion on individual MUNI lines Citywide, this measure suggests that the Port and/or its tenants could directly provide funds to MUNI for additional waterfront transit service. The Port Commission urges the Board of Supervisors to augment the funding for MUNI service along The Embarcadero, as needed. However, the Port Commission does not recommend adoption of this measure as it is infeasible. Implementation of this measure would single out the Port and/or its tenants as a source of revenue or transit services without similarly taxing other property owners that would benefit from the additional service. This measure would place the Port at a competitive disadvantage for leasing, and thereby improving, the property along San Francisco's waterfront.

Geology, Soils and Seismicity

I-11b To reduce potential damage to facilities from tsunami, this measure suggests that the Port consider constructing larger and higher breakwaters at the Hyde Street Pier, Fisherman's

Wharf and marinas, and acknowledges that the infrequency of tsunami may not warrant the cost and environmental impact of breakwater reconstruction. This measure is rejected because it is not financially feasible in light of the competing demands for Port capital improvement projects.

V: FINDINGS REGARDING PROJECT ALTERNATIVES IN FEIR

A. Reasons for Selecting the Project

As discussed in Section III and IV above, the Project, as approved, incorporates elements from Alternative A, Alternative B and the variants. The Project could result in intensive maritime activity and establishment of other public trust uses that will attract greater numbers of people to use and enjoy the Bay, as was assumed under Alternative B and Variant 1. The Project also permits use of Port facilities for warehousing and general industry or commercial uses over the short-term, and includes policies that will result in the removal of condemned piers consistent with Alternative A and Variant 2. As discussed in Section IV above, the Project incorporates a variety of mitigation measures, and/or the Port Commission has agreed to impose other measures when specific development projects are presented for determination, as appropriate.

In approving the Project, the Port Commission has carefully considered the attributes and environmental effects of the Alternatives and Variants disclosed in the FEIR. This consideration, along with comments and reports from Port, Planning Department and BCDC staff, the Waterfront Plan Advisory Board, the Urban Design Technical Advisory Committee, and considerable public testimony, support the approval of the Project. The Project best accomplishes the Port's objectives for meeting its responsibility as trustee of the public trust lands. Specifically, Project policies will support and enhance a diversity of maritime industries by reserving the majority of Port property for those uses and prioritizing maritime uses in the land use regulatory process. The Project will help to attract residents and visitors to the waterfront by allowing a mix of uses and encouraging public access and other design features to create a vibrant and aesthetically pleasing environment. The Project allows the Port to earn sufficient revenue to remain self supporting and to fund improvements, maintenance and prudent reserves by allowing a range of acceptable uses at various locations, and by permitting certain uses to be established on an interim or short-term basis, so that the property can be used effectively to generate public trust revenue. The Project facilitates the overarching goal of reuniting the City with its waterfront, achieved through comprehensive review of each of the five geographic subareas in relation to adjacent neighborhoods, and adoption of the general goals and site-specific land use policies of the WLUP.

Finally, if the Planning Commission, Board of Supervisors, and BCDC approve the Project, then the Port's objective of achieving a consistent, comprehensive regulatory framework for streamlined review of specific development projects and new activities will be achieved.

B. Alternatives Rejected and Reasons for Rejection

1. No Project Alternative

Environmental Inferiority: The No Project Alternative is rejected, in part, because it is environmentally inferior to the Project in the following respects:

a) More interim use development would occur under the No Project Alternative and such uses generally do not generate sufficient revenue to include upgrades to the storm water collection infrastructure. The absence of such improvements makes this alternative environmentally inferior with respect to water quality impacts.

b) There would be less building refurbishing and pier repair under the No Project alternative resulting in more structures remaining with poor ability to withstand earthquake hazards. The absence of seismic safety upgrades may result in greater casualties in a major earthquake and increased building stock losses and property damage.

c) There would be less public access and open space created, which is generally constructed with new development.

d) The absence of Port-wide design guidelines could result in new development that degrades urban design continuity and overall visual quality.

e) The No Project Alternative leaves some or all of the deteriorated piers in the project area rather than remove them, which could result in long-term water quality and sediment degradation associated with pier materials (i.e. wood, creosote, lead-based paint, etc.).

f) The area-wide beneficial impact of environmental clean-up which accompanies new development would generally not occur or be very limited.

g) The No-Project Alternative would not eliminate or prevent potential significant land use conflicts between industrial uses and sensitive receptors.

h) The No-Project Alternative does not incorporate measures that would promote preservation of significant historic resources.

Burton Act: The No Project Alternative is rejected because it frustrates the Port of San Francisco's efforts to satisfy its obligations as trustee of Port land under the Burton Act. The Port must earn sufficient revenue to remain self-supporting and to fund improvements, maintenance and prudent reserves. In order to promote public trust uses on Port property and continue to improve and maintain the property, the Port also has an obligation to substantially improve the lands transferred to the City and County of San Francisco pursuant to the Burton Act. In the absence of consensus or a comprehensive approach to waterfront development in San Francisco, new land uses would likely be interim rather than long-term because of the assumed

difficulty of achieving consensus on major new developments. The resulting failure to achieve substantial new improvements will frustrate Port objectives to improve maritime facilities and public access. Public subsidies from non-Port sources are not considered likely because federal and State funds have been reduced in recent years and local competition for tax revenues and bonding capacity is intense. Therefore, the Port must rely on new project revenues to generate new funds to subsidize maritime and public access improvements.

Proposition H: The No Project alternative generally represents the lowest level of development (compared to other EIR Alternative assumptions) undertaken in a piecemeal fashion without a comprehensive land use program. This alternative is rejected because it is inconsistent with Proposition H, a ballot measure adopted by San Francisco voters in November 1990 which mandated completion of a comprehensive waterfront land use plan for a portion of the waterfront property under the jurisdiction of the Port of San Francisco, and prohibited hotel developments or boatels on that property.

Project Sponsor Objectives: The No Project Alternative is rejected because, absent a cohesive plan for waterfront development and accompanying regulatory changes to streamline the entitlement process for new development, the Port of San Francisco will not achieve certain key objectives of its Strategic Plan. One objective is to support and enhance a diversity of maritime industries, nearly all of which are subsidized, in some part, by other revenue sources within the Port's budget. Under the No Project Alternative, there will be limited opportunities to generate substantial new sources of revenue to subsidize maritime industries because the Port has already nearly exhausted (i.e. leased) the available inventory of space that can be leased on a short term basis with minimal improvement to the building or pier infrastructure.

Another objective, to attract residents and visitors to the waterfront, is typically achieved through the development of public amenities, such as inviting public access areas and spaces for public gathering and entertainment. This objective will not be achieved under the No Project Alternative since the most feasible funding mechanism for such amenities is through commercial development revenues.

2. Alternative A

The Project incorporates elements of Alternative A, as discussed in Article III above. To the extent that Alternative A is not consistent with the Project as approved, it is rejected and found infeasible for the following environmental, economic and social reasons:

a) Alternative A would not eliminate potential significant adverse land use conflicts that could occur between industrial uses and sensitive adjacent uses.

b) Although Alternative A would generate fewer transportation and related air quality impacts than might ultimately occur under the Project, this result is achieved by limiting public trust uses, especially industrial maritime uses and uses that attract large numbers of people to use and enjoy the Bay. Under the Project, as compared to Alternative A, two

additional intersections along the Embarcadero would be unacceptable at evening peak travel times, additional transit demand along the waterfront would exceed planned service capacity, and increased pedestrian activity could cause conflicts along the Embarcadero. Although these impacts could occur, achievement of the Project goal of promoting maritime uses and increased public use of the waterfront justifies rejecting Alternative A, to the extent it is inconsistent with the Project.

c) Alternative A, to the extent that it promotes re-use of existing facilities without seismic strengthening would result in greater numbers of people being exposed to life safety hazards.

3. Alternative B

The Project incorporates all elements of Alternative B or its variants plus certain elements of Alternative A, as discussed in Article III above. These Findings area based on the potential significant adverse environmental impacts associated with Alternative B's assumption that intensive maritime uses and other waterfront attractions could occur under the Plan. However, the Port Commission's adoption of the *Waterfront Design and Access Element*, the adoption or imposition of mitigation measures and the anticipated approval of principles and policies in the draft BCDC Concept Agreement should lessen potential impacts associated with the Project.

Under the Plan, general warehousing and general industry uses could be established as interim uses until the property was needed for trust purposes, such as maritime support or cargo shipping. The Program EIR did not identify significant impacts associated with these uses that were distinguishable from the cargo shipping or maritime support uses that Alternative B assumed would be established on a permanent basis. Any specific project would be subject to analysis to determine if that use could have impacts not identified in the EIR.

The Plan would allow residential use on some of the seawall lots, if that property were determined to be surplus to the needs of the public trust. Although Alternative B did not include residential uses, under the Plan those units could only be built on Seawall lots for which Alternative B assumed hotel, office or retail uses. Limited residential use, if it occurs, would not create significant new environmental impacts beyond those analyzed under Alternative B in the EIR.

Some local serving retail assumed under Alternative A may occur on an interim basis under the Project. This type of use is not considered consistent with the public trust. Therefore, if it were to be permitted on a permanent basis it could only occur on a seawall lot, possibly in conjunction with a residential use if that seawall lot was determined to be surplus to the needs of the trust. In that case, this use would displace Regional Retail, Visitor and Specialty Retail, Hotel uses or Office and R&D uses assumed to occur on seawall lots under Alternative B. Impacts from the limited amount of local serving retail anticipated would not generate significant new impacts beyond those analyzed under Alternative B. (There would be no new significant impacts from local retail because local retail has fewer impacts than regional or other types of retail.)

VI: SIGNIFICANT ADVERSE ENVIRONMENTAL IMPACTS

The Project includes many aspects and features that reduce or eliminate environmental impacts which could be otherwise significant. Probable unavoidable significant impacts remain and are listed below:

1. Land uses in the Project Area would change under the Project. Conflicts could occur between industrial uses (maritime and non-maritime), and sensitive receptors such as residential, commercial and open space uses, particularly in the South Beach subarea and in residential areas near the Southern Waterfront subarea, because industrial uses generate noise, dust, night lighting and truck traffic. Although mitigation measures are available to minimize the effects of various land use conflicts, there is no assurance that sufficient mitigation would be available for or applied to specific or cumulative future development to completely avoid potential significant impacts.

2. The WLUP would permit new uses that would contribute to cumulative increases in traffic congestion on approaches to the Bay Bridge, and would increase incident conditions that result in backups and congested conditions on city streets. General mitigation to reduce vehicular traffic could potentially reduce or avoid the impact, but avoidance cannot be assured.

Under the Project, four intersections would unavoidably deteriorate to an unacceptable level of service in the weekday P.M. peak: The Embarcadero at Bay, Sansome, and Bryant Streets; and the intersection of Third and King Streets. Project-generated transit trips would not cause significant impacts to regional transit operators. Under the Project, MUNI service from the waterfront across the Northwest screenline would deteriorate to an unacceptable level of service if recent shortfalls in delivered seating capacity relative to scheduled capacity were to continue, and specific lines could experience increased crowding even if scheduled capacity is able to be provided. Under the Project, demand in the Project Area would exceed the planned capacity of MUNI F-Line service between the Ferry Building and Fisherman's Wharf. Project-generated increases in pedestrian volumes could cause traffic and safety conflicts along The Embarcadero.

3. Total emissions that would be generated under all development projects permitted under the WLUP could exceed the Bay Area Air Quality Management District (BAAQMD) significant impact threshold for projects of 150 pounds per day for NO_x, PM_{10}, HC, and So_x. Under the Project, total emissions of No_x and So_x would exceed one percent of San Francisco County emissions, the significant impact threshold for projects. The BAAQMD significance thresholds are intended to be applied to individual projects. A land use plan covering a wide area, such as the WLUP, usually involves build out of a number of individual projects and increases in activity levels in a variety of locations. Thus, it is not surprising that, taken together, the cumulative growth that could occur under the WLUP would exceed significance thresholds designed for individual projects. BAAQMD is considering, but has not adopted, draft CEQA guidelines that would relate specifically to local plans. Preliminary analysis indicates aspects of the project (the potential for an increase in regional vehicle trips proportionately higher than population increases, and the potential for exposure of some residential uses to three existing sources of toxic air contaminants) could also generate significant air quality impacts based on the draft BAAQMD

CEQA guidelines.

4. Under the Project, increased numbers of people would be present in the Project Area, exposing more people to existing seismic hazards. Potential impacts will vary over time depending on the rate of implementation of the uses and improvements that the WLUP encourages over the long term. Initially, interim use policies may encourage continued use of existing buildings. Plan policies encourage uses that, if implemented, would attract larger visitor and employee population, although the related building code or seismic improvements generally required for such uses would result in new, safer buildings, thus minimizing some of the seismic hazard.

5. The Project would encourage maritime uses that could lead to expansion of existing, ongoing maintenance dredging which would contribute to regional water quality impacts associated with disposal of dredged material, currently being studied by the U.S. Army Corps of Engineers as part of a long term management strategy for Bay dredging.

6. Most of the significant historic architectural resources identified in the FEIR and some of the potentially significant historic resources will be retained and preserved consistent with the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings. These resources are: The Ferry Building, Agriculture Building, Beltline Roundhouse, Fireboat House, Bulkhead Buildings and Connector Buildings 1-5; and Bulkheads and Pier Sheds at Piers 45 and 48. In addition, further analysis of certain historic architectural resources is needed to evaluate their potential for adaptive reuse and rehabilitation considering the following factors: City pattern, structural condition, economic feasibility of rehabilitation and compatibility of reuse with other goals such as maritime use, views, and public access. While these historic resource policies and subsequent historic resource information establish the Port's first comprehensive program for preserving waterfront historic resources, it cannot be concluded at this time that all signficant and potentially significant resources as identified in this EIR will be preserved, nor can it be determined that all resources will be rehabilitated according to the Secretary of Interior's Standards. New development within some historic structures could involve demolition or inappropriate alteration of significant historic resources, a potentially significant effect. However, each proposed project would be evaluated to determine the potential impact on significant historic resources and appropriate mitigation measures could be incorporated.

VII: STATEMENT OF OVERRIDING CONSIDERATIONS

The Port Commission finds that the following social, legal, economic, technological, and other considerations and benefits warrant approval of the *Waterfront Land Use Plan* notwithstanding any remaining unavoidable or unmitigated effects of the Plan. The Port Commission finds that each of the overriding considerations set forth below constitutes a separate and independent ground for finding that benefits of the Plan outweigh its significant adverse environmental effects and is an overriding consideration that warrants approval of the Project. These matters are

supported by evidence in the record that, includes, but is not limited to, the documents referenced in Article II.

1. The *Waterfront Land Use Plan* provides the Port of San Francisco a balanced and implementable land use plan for the use and development of the Port of San Francisco waterfront. The WLUP will serve as a guide to develop a pro-active development program and to evaluate development proposals that balance community interests, environmental issues, financial feasibility and appropriate regulatory constraints in a manner which enables the Port, as trustee, to carry out its responsibilities under the Public Trust Doctrine. The WLUP, including the *Waterfront Design & Access Element*, are the focal points around which public consensus has been achieved for the future use of the waterfront. This consensus is expected to result in amendments to the City's General Plan, Planning Code and to BCDC policies such that the totality of policies governing the Port of San Francisco's waterfront are designed to achieve a common set of goals that satisfy the many worthy objectives for the property. In particular, the comprehensive scope of the WLUP, including public access and other policies in the *Design & Access Element*, has provided the basis for the Port and BCDC to discuss and jointly develop revisions to BCDC policies as set forth in a draft Concept Agreement signed by the Executive Director of the Port and BCDC and Save the Bay on December 12, 1996.

2. The *Waterfront Land Use Plan* provides the Port with a unique ability to implement a comprehensive Plan for mixed use development. The WLUP considers the Port's overall resources and public trust assets and establishes guidelines for project review and approval that will ensure the implementation of Port-wide goals with new development projects that reach far beyond the boundaries of an individual project site. A comprehensive planning approach is particularly critical to the achievement of certain highly desirable but often financially untenable objectives, such as the development of major, new public access areas and parks that are designed to serve more than a single project area or preservation of historic resources in a manner that will, over time, preserve the most important features of a collection of buildings within a broad area of the City. These and other features of the WLUP would otherwise not be achievable if the Project Area were to develop in a piecemeal fashion under existing regulations.

3. Long term development or redevelopment within the Project Area proposed under the WLUP is expected to involve associated improvements in infrastructure, including:

   a) Sewage and storm drainage improvements and improved storage and secondary containment for chemicals. Improvements for sewage or storm drainage could include new or upgraded connections to the City's sewer system or (for storm drainage) could include on-site treatment prior to discharge to the Bay.

   b) Seismic and structural improvements to many of the Port's existing piers and buildings to meet the current seismic safety provisions of the Building Code. These improvements will improve life safety at the structures improved to meet current

seismic standards and reduce the potential loss of historic structures.

4. The Project could generate up to approximately 3,200 person years of construction jobs over the life of the 15-year development period, and up to an additional approximately 6,800 permanent jobs in an area which is currently underutilized.

5. The WLUP identifies approximately 15 acres of wetlands on Port property and provides objectives and development standards for their protection, expansion and, if necessary, for the mitigation of any losses that may occur due to expansion of cargo facilities or other development.

6. The WLUP sets forth goals for the Port to take affirmative action steps to encourage ethnic and gender diversity in Port contracting, leasing, employment, programs and services and thereby assists in maintaining and enhancing the City's history of racial, economic and cultural diversity.

7. The WLUP establishes an unprecedented approach for the coordinated, interagency review of development projects structured to include participation by the Planning Department, Port and BCDC in the early, conceptual design stage of proposed projects. As proposed, the interagency design review process would review the architectural and urban design of new non-maritime developments involving new construction and visible exterior alterations in light of criteria set forth in the *Design & Access Element.* The new process will reduce some of the redundancy in the entitlement process for waterfront projects and to create a unique forum for decisionmakers from separate agencies to interact and possibly achieve consensus on design issues for which each shares a responsibility.

8. The Project best accomplishes the Port's objectives for meeting its responsibility as trustee of the public trust lands. Specifically, Project policies will support and enhance a diversity of maritime industries by reserving the majority of Port property for those uses and prioritizing maritime uses in the land use regulatory process. The Project will help to attract residents and visitors to the waterfront by allowing a mix of uses and encouraging public access and other design features to create a vibrant and aesthetically pleasing environment. The Project allows the Port to earn sufficient revenue to remain self supporting and to fund improvements, maintenance and prudent reserves by allowing a range of acceptable uses at various locations, and by permitting certain uses to be established on an interim or short-term basis, so that the property can be used effectively to generate public trust revenue.

9. The WLUP positions the Port to best leverage new market opportunities that arise from major improvements or developments within the Project Area and in the immediate vicinity, such as the Waterfront Transportation Projects, the planned China Basin Ballpark, and Mission Bay.

Exhibit A

MITIGATION MEASURES AS ADOPTED BY PORT COMMISSION

Transportation

D-1 (Modified from FEIR)

To maintain an acceptable level of service at the intersection of Bay Street and the Embarcadero during the weekday P.M. peak hours, the Port Commission will recommend the provision of a right turn arrow for the Bay Street approach to the intersection when a traffic study demonstrates that a Port project contributes traffic to this intersection such that the right turn movement from Bay Street onto the Embarcadero operates at an unacceptable level of service during the weekday P.M. peak hour. Otherwise, the Port will authorize the described improvements when the Department of Parking and Traffic determines that they are necessary.

D-2 (Modified from FEIR)

To maintain an acceptable level of service at the intersection of Bay Street and the Embarcadero during the weekday P.M. peak hour and during the Saturday midday peak hour, the Port Commission will recommend the provision of a right turn arrow for the Bay Street approach to the intersection eastbound when a traffic study demonstrates that a Port project contributes traffic to this intersection such that the right turn movement from Bay Street onto the Embarcadero operates at an unacceptable level of service. Otherwise, the Port will authorize the described improvements when the Department of Parking and Traffic determines that they are necessary.

D-3 (Modified from FEIR)

To maintain an acceptable level of service at the intersection of North Point Street and the Embarcadero during the weekday P.M. peak hour, the Port Commission will recommend the provision of a right turn pocket, by removing two to three parking spaces and removing the red zone along the southern edge of North Point Street approaching the intersection, when a traffic study demonstrates that a Port project would contribute traffic to this intersection such that the right turn movement operates at an unacceptable level of service. Otherwise, the Port will authorize the described improvements when the Department of Parking and Traffic determines that they are necessary.

D-4 (Modified from the FEIR)

As part of the required environmental review for each project, the Port will comply with the Office of Environmental Review's requests for information including, if appropriate, requiring an analysis of intersection level of service for existing and future conditions at intersections which

may reasonably be expected to be affected by that development, and require identification and implementation of appropriate mitigation measures.

D-6c (Modified from the FEIR)

The San Francisco half-cent sales tax for transportation expires in the year 2009. The Transportation Expenditure Plan establishes a prioritized list of specific projects for use of these funds. It is possible, if not likely, that the San Francisco County Transportation authority, which administers the sales tax funds, may seek reauthorization of the sales tax prior to its expiration. A new Transportation Expenditure Plan would need to be prepared to support such reauthorization. The Port will actively support identification of specific transit improvements along the waterfront that serve the Project Area, including commuter ferries and water taxis, which could help mitigate unmet transit demand identified in this EIR as a component of this Expenditure Plan.

D-7 (Modified from the FEIR)

To help induce shifts from vehicles to transit and thereby partially mitigate local intersection impacts and regional highway impacts, the Port will require and/or institute Transportation Demand Management Programs among developers of major trip generators.

Such programs typically target primarily commute trips, with various educational, assistance and incentives measures to encourage carpooling and vanpooling, and transit use. These measures may be accompanied by such "disincentives" to low-occupant private vehicle use as restricting the amounts and/or location of parking made available to employees, and charging higher fees for all-day parking. Also typical are measures designed to shift time of commute travel to the "shoulders" of the peak, and/or to encourage less trip making through alternative work schedules and telecommuting. The effectiveness of these programs is variable, but they are most appropriate and effective when there are substantial constraints to vehicular travel, circulation and storage coupled with suitable options such as excellent transit accessibility. San Francisco, in general, and its downtown and portions of the waterfront in particular, exhibit this combination of factors.

The Port will also implement similar programs which would target non-commute travel. An example of the type of measure which might be included in the issuance of discount admission to some uses, or reductions in the price of services and/or merchandise, upon presentation of a valid transit transfer or other proof of transit use payment. The Academy of Sciences in Golden Gate Park has instituted such a program, and the Pier 39 aquarium (Underwater World) also has a requirement to conduct such a program. Additionally, a free shuttle along The Embarcadero could be a part of this type of program, and would help alleviate local auto congestion.

The ability of the Port to mandate some types of Transportation Demand Management programs may be limited by the recent enactment by the State of California of SB437. This legislation prohibits any public entity from requiring employer-based trip reduction programs. The types of

programs and measures described above are included in the definition of employer-based trip reduction. Under the legislation, voluntary efforts on the part of individual employers is allowed. The legislation may be interpreted such that negotiated Development Agreements, or other types of agreements negotiated between a project sponsor and a regulatory or permitting agency, including a commitment to implement such programs, constitutes a voluntary action on the part of the employer/project sponsor.

Air Quality

F-1 (Modified from the FEIR)

Construction contractors will be required by the Port to implement a dust abatement program to reduce the contribution of project construction to local PM10 concentrations. Elements of this program should include the following:

- Apply water over portions of the site in a manner that is consistent with the statewide Storm water Discharge Permit for Construction or other required agency approvals, as follows:

  - Water internal roadways on unpaved lots under construction just prior to the morning and evening peak traffic periods (to limit the potential for major roadway traffic to entrain dust), limit speeds to 10 mph, and sweep paved internal roads after the evening peak period.

  - In addition, water active sites (e.g. where major earthwork is underway) as appropriate. Increase the frequency of watering when wind speeds exceed 15 miles per hour. Suspend all excavating and grading operation when instantaneous gusts exceed 25 miles per hour.

  - Enclose, cover, water twice daily, or apply soil binders to exposed stockpiles of sand, gravel, and dirt.

- Replace ground cover in disturbed areas as quickly as possible

- Sweep adjacent City streets at the end of day if any visible soil material is carried over to adjacent thoroughfares.

- Designate a person or persons to oversee the implementation of a comprehensive dust control program and to increase watering, as necessary.

F-2 (As proposed in the FEIR)

Measures to reduce vehicle trips would also help to improve air quality. See Section VI.D.,

Mitigation Measures, Transportation, p. 644. The Port will adopt measures to reduce vehicle trips to improve air quality. However, it is unlikely that these measures would result in trip reductions that would reduce emissions of criteria air pollutants such that no criteria air pollutants would exceed the Bay Area Air Quality Management District significance thresholds.

F-3 (As proposed in the FEIR)

Federal and State authorities (the U.S. Environmental Protection Agency and California Air Resources Board, respectively) are considering establishment of emissions standards for new marine engines that could ultimately limit or reduce emissions from marine vessels. However, there are no feasible mitigation measures for marine vessel emissions that are within the jurisdiction of local or regional agencies such as the Port or the Bay Conservation and Development Commission.

Visual Quality and Urban Design

G-1 (Modified from the FEIR)

To retain, replace and/or expand visual access to resources of high visual quality, the Port Commission will incorporate policies and development standards in its *Waterfront Design and Access Element* that define and improve important visual and urban design qualities including public access areas and specified historic structures along the Port waterfront. The *Design & Access Element* includes design criteria for different property types (seawall lots, bulkhead sites and piers, including pier sheds) and site specific design criteria for individual sites which are organized into six subareas. The Port Commission, and the Planning Commission, for projects requiring Conditional Use Authorization, will adopt specific findings regarding a project's consistency with the *Waterfront Land Use Plan* and its *Design & Access Element,* as further amended to include conclusions of future preservation planning and special studies. Other significant projects located in Special Use Districts #1 and #3 will incorporate design recommendations developed through a proposed waterfront design review process.

G-2 (Modified from the FEIR)

The Port will consider visual quality objectives early in the development of proposed projects, evaluate projects against the standards developed above, and ensure that project approvals are consistent with the adopted standards.

Because development projects that thoughtfully consider visually prominent resources early in their planning process would be less likely to result in obstruction of resources, the Port will develop and adopt a policy or regulation that encourages and supports such early consideration and that requires projects to be consistent with the urban design guidelines described above. The policy will be adopted separately or will be incorporated into the WLUP.

The Port Commission will consider approval of the following two edits to the *Waterfront Land Use Plan* (WLUP) which would document this commitment: 1) The project implementation flow chart in Chapter 5 of the WLUP will be modified to indicate that project feasibility issues, including "urban design guidelines applicable to the site and vicinity as outlined in the *Waterfront Design & Access Element* will be considered during the 2nd stage of the Waterfront Plan Implementation Process, and 2) Implementation recommendation (3) on page 175 of the WLUP will be revised as follows: "Urban design policies and design guidelines set forth in the *Waterfront Design & Access Element* will be considered in identifying development concepts and will be reflected in the specifications included in the request for proposals. All approval actions by the Port Commission will include findings regarding a project's consistency with the *Waterfront Land Use Plan*, including the *Design & Access Element,* as further amended to include conclusions of future preservation planning and special studies."

G-3 (Modified from the FEIR)

The Port will add policy language or development standards to the *Waterfront Design and Access Element* that will address adverse effects related to shadow and wind impacts on designated public access areas and vantage points within areas that have height limits above 40-feet.

For sites that have height limits above 40-feet, the *Waterfront Design and Access Element* will consider shadow and wind impacts on urban design resources and the visual quality experiences within areas of public access. (No adverse effects from shadow or wind are expected from buildings under 40-feet in height.) Design policies will discourage excessive winds and shadows that would be cast on areas of public access and public vantage points with views of visually prominent resources. The Port will also incorporate standards from Section 148, Reduction of Ground Level Wind Currents in C-3 Districts into the *Waterfront Design and Access Element* for the parcels that have height limits over 40-feet.

Biological Resources

H-1 (Modified from the FEIR)

The Port will limit dredging operations and pier repair/replacement to between March 1 and November 30 to eliminate any potentially significant impacts of dredging or pier repair/replacement on the Pacific herring fishery. In exceptional cases where dredging operations or major pier repair/replacement operations (beyond routine maintenance) must conflict with the herring season, the Port will obtain permission from the permitting agencies, including but not necessarily limited to the U.S. Army Corps of Engineers, Bay Conservation and Development Commission, State Department of Fish and Game, and Regional Water Quality Control Board. The Port will comply with specific monitoring requirements established by these and other agencies to avoid impacts on the herring fishery.

H-2 (As proposed in the FEIR)

Prior to demolition or renovation of any abandoned building between August 15 and October 15, or between February 1 and May 1, survey(s) will be conducted by a qualified bat biologist. If no Townsend's western big-eared bats are found during the survey(s), no additional mitigation is required.

If Townsend's western big-eared bat, a California Species of Special Concern, is found during an August-October survey, appropriate exclusion devices approved by CDFG & USFWS will be installed by a qualified bat biologist. Once the bats have been excluded, demolition may occur.

If Townsend's western big-eared bats are found during a February-May survey, demolition should not take place until the end of the nursery season in August. Exclusion devices should be placed by a qualified bat biologist in accordance with CDFG and USFWS.

Geology, Soils and Seismicity

I-1 (Modified from the FEIR)

A geotechnical investigation will be conducted under the direction of a Geotechnical Engineer prior to permitting any new construction or reuse of an existing structure for new uses that increase the load of the structure so as to trigger the requirements of Section 3403.6 of the San Francisco Building Code. The geotechnical investigation will be performed to evaluate subsurface conditions and existing foundation conditions at the site. The geotechnical investigation will evaluate the potential hazards such as settlement, ground shaking, ground rupture, liquefaction, subsidence, slope stability, and lateral spreading. Recommendations will be made to a structural engineer regarding mitigation of geologic hazards, if appropriate. A geotechnical report will be prepared and made available to the project structural engineer of record for the purposes of establishing the design of new foundations, upgrading of existing foundations and seismic design.

I-2 (As proposed in the FEIR)

All open sub-grade structures and pits, whether temporary or permanent, will be provided with protection against damage resulting from adjustment to buoyant and lateral deforming soils.

All construction and design of such projects will provide specific measures to prevent hazards to people and damage to proposed or nearby structures that could result from these adjustments. In some cases, a specific geotechnical investigation may be required for permanent open sub-grade structures and open underground structures.

I-3a (Modified from the FEIR)

Prior to any construction that would require dewatering, the project applicant will submit and the

Port will review a dewatering and excavation plan and an analysis of potential impact to adjacent properties to determine whether the potential exists to damage off-site property. The dewatering plan will include an evaluation of ground water quality, potential impacts on groundwater flow patterns, and groundwater disposal. The plan will be reviewed by the Port and other regulatory agencies as appropriate to the project and site conditions.

As a standard practice, the Port will require an application package that will indicate the amount of dewatering and the period over which dewatering may be required. The package will include a survey of adjacent structures with information concerning their age, foundation type, construction type, status as a historic landmark or structure of special significance, and record of any existing damage. The package should also identify adjacent City streets and the location of buried infrastructure. In addition, the application will indicate any specific mitigation measures incorporated into the project to minimize measures incorporated into the project to minimize hazards to structures.

I-3b (As proposed in the FEIR)

To minimize dewatering hazards, construction projects will provide shoring of all excavation pit walls, and provide supports to adjacent structures, including foundation support if needed.

I-3c (As modified from the FEIR)

All applicants for construction projects involving dewatering (as well as vibration-inducing pile driving) will post a surety bond or other financial assurance to cover the costs of potential damage to off-site property from construction. (The bond is included in this EIR as a mitigation measure because of the uncertainty that other mitigation measures would protect off-site property from damage. If needed, the bond would be used to repair off-site damage and thus mitigate that impact.) The amount of the bond will be determined by the Port.

I-3d (Modified from the FEIR)

Prior to any construction that would require dewatering or pile driving, the Port or Project Sponsor will notify all property owners within 200 feet of the proposed construction activity at least 30 days prior to the date of initiating demolition or excavation, whichever is the first activity to occur. The Port will provide an opportunity for all property owners to comment on the construction activity and allow them the opportunity to have their property photo-documented for its pre-construction condition. The Port is responsible for inspection of construction activities and should note any observations of proven or suspected subsidence damage on the site and at adjacent sites. This measure would allow adjacent property owners to document the condition of their property prior to initiation of an activity that could result in damage. If damage does occur, the measure would help to identify the extent of the damage caused by construction within the Project Area.

I-4 (As proposed in the FEIR)

For impacts from pile driving, the Port and project sponsors will implement Measures I-3a through I-3d.

I-5 (Modified from FEIR)

Proposed new dredging activities (deeper than the designed depth or in different locations than ongoing maintenance dredging) will be reviewed by an engineering geologist to assess potential hazards to Port facilities. Dredging programs in areas with a past history or high potential for lateral movements of Bay Mud should be designed to hold a slope without readjustment or slippage. (This measure would apply to suction and clamshell dredging.)

To minimize slope failure in the Bay sediments, dredged cuts will be properly designed and dredged, as recommended by the engineering geologist. Typically, subestuarine slopes in soft Bay sediments are cut at 3:1 to 6:1 (horizontal to vertical ratio).

I-6 (As modified from the FEIR)

If demolition is not immediately followed by redevelopment, the Port will carry out or require effective measures that leave the site of all demolished buildings in a condition that will not pose a life safety hazard or potential to damage adjacent properties.

Such measures will include removal and/or proper sealing of pipes (including water, gas, and sewer lines), establishment of effective shoring or construction of retaining walls for unstable pit walls, filling of basements that create hazardous conditions, removal of hazardous substances, and other measures as deemed appropriate at a specific site, such as fencing. The Port will be responsible for vacant lands that may include the hazards identified in Section V.I., Geology, Soils and Seismicity, (Hazards from Demolition), pp. 567-568. The above measures are minimum requirements to ensure that hazards would be held at acceptable levels until such time as land development could occur. The Port will be responsible for carrying out the mitigation or overseeing compliance with it.

I-7a (As proposed in the FEIR)

New high-occupancy mid-rise structures (i.e., on the order of 6 to 15 stories) in the Project Area will be designed with the aid of a dynamic method analysis. The Port will consider establishing specific building design criteria developed by a task force of structural engineers to determine which types of structures (considering framing system, foundation, height and massing) should be designed using a dynamic method analysis and adopt this requirement as a Waterfront Land Use Plan policy.

The severe ground shaking hazards of Port lands indicate that large structures (including high-

occupancy mid-rise structures) should be designed to meet seismic resistance standards greater than the minimum standards in the UBC. The UBC does not require this except for certain buildings (none of which are specifically identified in the Waterfront Land Use Plan, although the Ferry Terminal is being designed as an "essential structure," to more stringent earthquake force design requirements. Fire and police stations, hospitals and schools also would be essential structures). Currently, the best available method for achieving this end is the use of a dynamic method analysis for the design of the buildings. This method incorporates a consideration of the response of the site soils to earthquakes generated in the region. For each building, the site response spectra are modeled and incorporated into the structural design. As noted in the Setting (Section IV.I., Geology, Soils and Seismicity, p. 262), the entire Project Area should be considered part of a "special studies zone" in which the severe earthquake hazards of ground shaking and secondary effects are evaluated and incorporated into structural designs. Use of a dynamic method analysis substantially enhances the chances that the new building would be more resistant to collapse and damage from a major earthquake than if it meets only the minimum UBC requirements. The higher costs associated with using the method and applying it in design and construction likely are significantly less than those that would result from a building being red-tagged or required to undergo substantial repair following a major earthquake.

I-7b (As proposed in FEIR)

To minimize seismic hazards to building occupants from non-structural damage, the Port will require all Port facilities and tenants to carry out the following measures at a minimum: heavy objects should be attached to secure walls and floors, and light, loose objects should be placed to minimize their potential to move or overturn; large storage containers should not be loosely stacked, and those stored on shelves should have appropriate restraints or other means to prevent them from tipping or sliding off the shelves.

Heavy objects like freezers, boilers, chillers, laboratory equipment, battery racks and electrical transformers, heavy storage cabinets, tanks, safes, oversize file cabinets, etc., should be firmly secured to floors and walls to prevent their falling or sliding. All equipment using natural gas should be anchored. Care should be taken to avoid placement of such objects where they could topple or move and block exit doors.

I-7c (As modified from the FEIR)

Because of the large number of employees and visitors in some facilities potentially on-site in an earthquake and the likelihood that the facilities will be needed to supply emergency response services, high-occupancy facilities that are suitable to supply emergency response services will be required to store emergency response supplies and equipment on-site for a 72-hour reserve.

It is likely that emergency response systems in San Francisco and in the Bay Area as a whole would be overloaded in the immediate aftermath of a large earthquake. Because of the large population that may be present in the Project Area in an earthquake (especially under Alternatives

A and B), it likely would be necessary for offices, hotels, industrial facilities and residents to be relatively self-sufficient for a period of a day or two until supply systems can be restored. Observations from large earthquakes, such as Mexico City in 1985 and Kobe in 1995, confirm that most supply services for water, power, food and medical supplies would be unavailable for a minimum of 72 hours after the earthquake. For this reason, medical supplies needed for common earthquake injuries, stretchers, blankets, flashlights and at least 72 hours potable water and non-perishable food supply will be stored at easily accessible locations in offices, business complexes, hotels and large residential structures. Heavy crow-bars, other heavy tools, and hand-operated loudspeakers will be kept in easily accessible and well-marked locations in every building and in large parking structures.

I-7d (As proposed in FEIR)

Non-structural interior elements (ceilings, partitions, light fixtures, HVAC, pipes, etc.) will be designed to withstand strong ground shaking and remain intact. This would be accomplished, for example, by selecting lightweight materials and firmly securing them to structural elements of the building and by using flexible connections for pipes.

I-7e (As modified from the FEIR)

The Port, pursuant to the Uniform Plumbing Code, requires the use of flexible utility connections and that water heaters be fastened to walls. The Port will not permit the installation of automatic shut-off valves for water supplies. The Port will require appropriate signage indicating the location of shut-off valves for natural gas, in accordance with Fire Department requirements.

I-7f (Modified from FEIR)

The Port will require fire extinguishers to be located throughout all facilities in compliance with the Fire Code. The Port will require that cabinets are not placed where they could overturn and block access to fire extinguishers. New leases will require the training of all staff of offices, hotels, industrial facilities, restaurants and entertainment complexes in the use of fire extinguishers.

I-7g (Modified from FEIR)

The Port has completed an Emergency Plan which includes earthquake preparedness and response plans, covering all development within the Project Area.

The Port will assign responsibilities for plan implementation and train all employees in plan elements. The Port will assist its tenants with earthquake preparedness and response planning and will establish thresholds, in consultation with the Fire Department and/or Health Department, for applying lease provisions that require tenants to prepare an earthquake preparedness and response plan. Some of the key provisions of an earthquake preparedness plan include the following:

- Assign responsibilities for disaster control, including primary responsible individuals and back-ups.

- Ensure that individuals with assigned responsibilities are aware of their proper roles (e.g., medical response, fire response and coordination with the Fire Department, locating the whereabouts of all individuals within an assigned area/unit, conducting periodic inspections to reduce earthquake hazards within individual work areas, and maintaining a stock of necessary emergency response supplies and equipment).

- Train all employees in self-protective behavioral response during an earthquake. Train all employees in the use of fire extinguishers.

- Inform all employees about the location of emergency response equipment and supplies.

- Train all employees to report to an emergency supervisor at a designated safe location immediately after an earthquake.

- Provide free and accessible general first aid training. Training for injuries related to spills of hazardous substances during an earthquake is included in OSHA-required Contingency Plans.

- Conduct an earthquake drill at least once a year.

Some elements of an emergency response plan include the following:

- Assign all employees a predesignated place and individual to report to immediately after an earthquake.

- Establish a search and rescue plan within designated areas.

- Establish designated areas at or near the ground floor for short-term occupancy by employees or alternatively, set up shelters in outside areas in a safe place.

- Provide battery-operated radios and televisions in these areas.

- Establish a chain-of-command and operations center for dealing with fires, spills, and damaged structures.

- Assign individuals to coordinate with the Fire Department if they arrive on-site to respond to a fire. The Fire Department may have additional requirements for emergency preparedness and response.

- Design response plans for an objective of near-regular medical service capability.

Implementation of Measures I-7a through I-7i will reduce the hazards of an earthquake to an acceptable level of risk, within the requirements of the City of San Francisco. Earthquake hazards will not be entirely eliminated, and both Alternative A and Alternative B would therefore result in significant effects related to earthquake hazards that will not be fully mitigated, by exposing increased numbers of persons to substantial danger in an earthquake.

I-8a (As proposed in FEIR)

The Port will take feasible steps to minimize potential earthquake safety risks related to hazardous materials in its operations and that of its tenants.

Specific steps may include appropriate seismic safety provisions, such as prohibiting the storage of hazardous materials in containers above head level (about five feet); anchoring hazardous materials shelves and heavy equipment to walls and floors; constructing heavy doors that are designed to remain shut during earthquake vibrations; providing hand-operable closures for vents and air ducts; and other provisions as discussed in the Association of Bay Area Governments' *Hazardous Material Problems in Earthquakes: A Guide to Their Cause and Mitigation*. Other measures will be implemented as recommended by the San Francisco Fire Department and/or Health Department. Additionally, the Port will prepare an Emergency Procedures Manual and periodically revise it to be consistent with changes in the facilities and operations.

I-8b (Modified from the FEIR)

The Port will require tenants to design all facilities for storage of hazardous chemicals in containers in accordance with City and County of San Francisco Department of Health requirements and other applicable regulations to minimize potential hazards in an earthquake. The Port will require tenants to report on compliance and will assist tenants with compliance and conduct inspections, as feasible.

Storage facilities will include safety lips to contain spills and to reduce the likelihood of contents falling. All shelves and cabinets will be secured to a wall or ceiling. All cabinets and drawers will be provided with positive latches that will not open during earthquake motions and vibrations. Compressed gas cylinders, including empty ones, will be secured to fixed features. Gas cylinders will be secured at two locations along their vertical axis, one in the top one-third of the cylinder and another in the bottom third of the cylinder.

Hazardous chemicals will be stored in approved containers and incompatible chemicals will be stored in separate areas. If chemical storage is vented by an electric fan, an alternative (emergency) means of ventilation will be provided, which may be a mechanical (non-powered) vent.

Implementation of Measures I-8a and I-8b will reduce hazardous materials-related non-structural safety hazards of an earthquake to an acceptable level of risk.

I-9a (As proposed in FEIR)

Project sponsors, including the Port, will employ an engineer qualified in earthquake engineering to incorporate into the final design of individual facilitates developed under the WLUP all economically feasible engineering methods to reduce the potential for loss of life-line services. This may include methods to improve unstable ground conditions, to strengthen infrastructure to be more resistant to earthquake induced ground movements, and to organize and prepare for earthquake response.

While specialized techniques for ground improvement to reduce likely liquefaction hazards are not practical or economically feasible over large areas, ground improvements within selected strategic sites may result in substantial hazard reduction to utility systems. In such areas a variety of ground stabilization techniques may be considered, such as compaction grouting, placement of stone columns, and deep soil mixing.

As recommended in the report to the Department of Public Works titled *Liquefaction Study, North Beach, Embarcadero Waterfront, South Beach, and Upper Mission Creek Area, San Francisco, California, January 1992*, the Port, in conjunction with the San Francisco Public Works Department and Fire Department, will consider planning pipeline system modifications such as enhancement of system redundancy with additional piping or provision of new pipe routes which avoid poor soil areas, strengthening of pipes and joints, and avoidance of contact with neighboring utilities. The recommendations of that report with regard to post-earthquake serviceability also will be considered, including subdividing the Auxiliary Water Supply System (AWSS) into north/south halves, replacing corroded tie-rods on pipelines, increasing the size of the portable water supply system, adopting a standing order to start pumps at pump stations No. 1 and No. 2 following an earthquake, designating a San Francisco Fire Department water supply officer for earthquake response, arranging a volunteer marine crew to staff the second fire boat in the event of an earthquake, adding flexible joints at water main pile-supported sewer crossings; improving AWSS fire hydrant foundations and connections; developing an automated AWSS leak detection and isolation system; reviewing current infirm areas boundaries, and hardening corridors for AWSS mains at fire boat manifolds by installing new pipes on piles.

Additional measures also recommended in that report for the Municipal Water Supply System include developing procedures to supply water to the University Mound Pressure District service area (which includes all of the Port lands north of Warm Water Cove) from adjacent pressure districts, routing a new University Mound feeder main around regions of high liquefaction potential, installing flexible joints at mains crossing over pile-supported sewers, providing a planned System Control and Data Acquisition (SCADA) system to monitor flows and detect leaks and breaks after an earthquake, and developing mutual aid agreements with other water districts. Recommended mitigation for the sewers include training sewer repair crews in emergency

response to earthquakes, maintaining an inventory of, or access to, large capacity sewage pumps, maintaining an emergency supply of construction and sewer repair materials, requiring seismic resistant material and construction for all new installations, and replacing structurally weak sewers using improved materials and construction methods in areas subject to liquefaction as part of the long range, Citywide replacement program.

I-9b (As proposed in FEIR)

For individual development projects, the use of flexible connections for utility lines may be needed (see Mitigation Measure 7.g). Back-up supplies of water, power generators, and battery-operated telecommunications equipment may need to be installed (or enlarged at the existing facilities). The engineer will recommend the appropriate approach (e.g., separate facilities and equipment or upgrading existing facilities) for all Project Area facilities.

I-9c (As modified from the FEIR)

The Port will encourage the City's Office of Emergency Services, Fire Department and Police Department to plan routes of alternative emergency access to development sites and cooperate in such planning efforts.

Available routing for emergency response vehicles needs to be quickly assessed following an earthquake and conveyed immediately to ambulance drivers, fire persons, and police officers. Consistent with the City's Civil Defense and Disaster Operation Plan, information will be provided about routing to hospitals including consideration of streets blocked by debris, collapsed or unsafe bridges, and streets rendered impassable by road damage. To prepare for such possible loss of access, the City will consider developing alternative routing concepts to reach the hospitals and familiarize ambulance drivers, fire persons, and police with the alternates.

I-10a (Modified from the FEIR)

The Port will develop and follow an inspection schedule for regular inspection and evaluation of the condition of its piers. In conjunction with the inspection schedule, a maintenance and repair schedule will be developed and implemented, within the financial means of the Port.

I-10b (Modified from the FEIR)

Piers that are in poor condition will be repaired or demolished and removed, if feasible, as determined in the capital projects budgeting process. If repaired, piles that are deteriorated will be replaced or the portion that is rotted or deteriorated should be cut off and replaced with a concrete steel sleeve. A structural engineer will be consulted regarding the repair of the piers.

I-11a (Modified from the FEIR)

At the time of anticipated tsunami incursion, the San Francisco Police Department will close off the immediate waterfront area of Aquatic Park, Fisherman's Wharf and the Hyde Street Pier to the public. The Port will request all marina operators to close off access to the docks for the public and boat owners and request ferry boat operators to prevent people from standing on water-level ferry loading docks everywhere in the Project Area.

This mitigation measure will help to reduce the potential for casualties to occur from tsunami by keeping people away from areas where injury could occur. Damage to facilities would not be mitigated.

Historic Resources

N-1 (Modified from the FEIR)

The Port Commission will incorporate language in the *Waterfront Land Use Plan's Waterfront Design & Access Element* which encourages retention and reuse of designated historic architectural resources and potentially significant resources found to be significant (pursuant to Measure N-2) and which outlines the future studies which may adequately mitigate potential significant adverse effects on historic architectural resources. In addition, the *Waterfront Design & Access Element* also includes design criteria intended to ensure that the design, materials, style, and detailing of new buildings, street furniture, and other public improvements enhance rather than conflict with historic resources.

The *Waterfront Design & Access Element* states that the Port will work with the State Historic Preservation Officer, local historic preservation organizations, and other waterfront constituencies to evaluate waterfront historic resources; nominate significant resources for formal recognition (e.g., listing in the National Register of Historic Places); and explore options for coordinating policy for these resources, including programmatic agreements for two areas of the waterfront: Fisherman's Wharf to China Basin, and Pier 70.

Within the area from Fisherman's Wharf to China Basin, the Port will:

1) Rehabilitate and adaptively reuse the following resources consistent with *The Secretary of the Interior's Standards for Rehabilitation of Historic Buildings (Secretary's Standards)*: The Ferry Building; Agriculture Building; Beltline Roundhouse; Fireboat House; Bulkhead Buildings and Connector Buildings at Piers 1-5; and Bulkheads and Pier Sheds at Piers 45 and 48.

2) Retain and develop rehabilitation criteria for other potentially significant Bulkhead and Connector Buildings, protecting them from alterations inconsistent with the *Secretary's Standards* until rehabilitation criteria are adopted.

3) Further evaluate historic Pier Sheds and other potentially significant historic resources, considering historical significance, architectural features, relationship to other historic resources, City pattern, economic development, structural condition, financial feasibility, and compatibility of reuse with maritime activities, views, public access, and other *Waterfront Land Use Plan* goals, to develop recommendations for preservation, reuse and/or replacement.

Within the Pier 70 area, the Port will:

1) Retain and reuse Union Iron Works buildings #101, 102, and 104. The Port will rehabilitate these buildings consistent with the *Secretary's Standards* if feasible.

2) Seek funding for preservation and rehabilitation of Building 113-114.

3) Take steps to stabilize potentially significant historic resources to prevent further deterioration, within the financial means of the Port.

4) Conduct further research of historic resources to analyze the potential for establishing a National Register Historic District, based on periods of historical significance, unique architectural or industrial qualities, associations with historically significant events, and feasibility of adaptive reuse.

N-2 (Modified from the FEIR)

The Port, assisted by a qualified professional, should further define which historical resources are significant and why. The policies in the *Waterfront Design & Access Element* call for two types of "identification" efforts: 1) further evaluation of potentially significant resources to identify significant historic resources, and 2) identification of specific features of historic resources which contribute to their significance. Further identification of significant historic resources could result in applications for local landmark designation, requests for determinations of eligibility for the National Register of Historic Places (National Register) by the State Historic Preservation Officer, or nominations to the National Register. Further identification of character-defining features of individual resources could help to inform the development of rehabilitation criteria. These identification efforts may be broken into reasonable phases. The Port, assisted by a qualified professional, and working with the State Historic Preservation Officer, local preservation organizations, and other waterfront constituencies, will carry out further preservation planning described below.

Within the Fisherman's Wharf to China Basin area, the Port will:

1) Identify the character-defining features of The Ferry Building; Agriculture Building; Beltline Roundhouse; Fireboat House; Bulkhead and Connector Buildings at Piers 1-5; and Bulkheads and Pier Sheds at Piers 45 and 48.

2) Develop criteria for rehabilitation and reuse of other historic Bulkhead and Connector Buildings identified in the *Waterfront Design & Access Element*.

3) Evaluate other historic resources identified in the *Waterfront Design and Access Element*, including the Piers and Pier Sheds at Piers 1, 9, 15, 19, 23, 31, 33, 26, 28, and 38, to develop recommendations for preservation, reuse or replacement.

Within the Pier 70 area, the Port will:

1) Identify the character-defining features of Union Iron Works Buildings No. 101, 102, 104, and 113-114.

2) Further evaluate the significance of resources identified as potentially eligible for listing on the National Register. The evaluation will describe district boundaries, the physical condition of identified buildings, and any qualities that might make some portions of the district (including some buildings) of greater significance than others.

N-3 (Modified from the FEIR)

The Port should develop and adopt standards for changes to historic resources. Historic preservation objectives can be achieved in the context of change and do not require "freezing" buildings and districts in time. For this reason, and because thoughtfully designed changes to significant historic resources would be less likely to have a significant effect on the environment than demolitions or insensitive alterations, the Port will develop and adopt preservation design standards regarding changes to historic resources as identified in the *Design and Access Element*.

The standards will outline the types of changes that would be acceptable for historic resources, and will likely include, but would not necessarily be limited to, one or a combination of the following treatments applied to specified historic resources:

- Retention of historic building fabric and significant architectural features.
- Retention of a building's general form and overall integrity, not just a building's facade.
- General strategies for reusing historic buildings and integrating new uses and development into and around those resources.
- Use of the State Historical Building Code where applicable.

Within the Fisherman's Wharf to China Basin area, the Port will:

1) Rehabilitate and adaptively reuse the following resources consistent with *The Secretary of the Interior's Standards for Rehabilitation of Historic Buildings (Secretary's Standards)*: The Ferry Building; Agriculture Building; Beltline Roundhouse; Fireboat House; Bulkhead Buildings and Connector Buildings at Piers 1-5; and Bulkheads and Pier Sheds at Piers 45 and 48.

2) Retain and develop rehabilitation criteria for other potentially significant Bulkhead and Connector Buildings, as identified in the *Waterfront Design & Access Element,* protecting them from alterations inconsistent with the *Secretary's Standards* until rehabilitation criteria are adopted.

3) Further evaluate historic Pier Sheds and other potentially significant historic resources, as identified in the *Waterfront Design & Access Element,* considering historical significance, architectural features, relationship to other historic resources, City pattern, economic development, structural condition, financial feasibility, and compatibility of reuse with maritime activities, views, public access, and other *Waterfront Land Use Plan* goals, to develop recommendations for preservation, reuse and/or replacement.

Within the Pier 70 area, the Port will prepare rehabilitation criteria for Buildings 101, 102, 104, and 113-114, which will apply the *Secretary's Standards* to the maximum extent feasible.

N-4 (Modified from the FEIR)

The Port will consider historic preservation objectives early in the development of proposed projects, evaluate projects against design standards for changes to historic resources and ensure that project approvals are consistent with adopted standards. Development projects which thoughtfully consider significant and potentially significant historic resources in the context of preservation objectives and standards early in their planning process would be less likely to result in demolition or insensitive alterations. To lessen or avoid significant effects upon historic architectural resources, the Port will give consideration to significant and potentially significant historic architectural resources during Step 2 of the Waterfront Plan Implementation Process (*Waterfront Land Use Plan*, Chapter 5, "Implementation of the Plan"), subject to historic resources policies contained in the *Waterfront Design & Access Element.* In addition, development feasibility, site opportunities and constraints, community and outside agency input and design issues will be analyzed and considered during this step of the implementation process. All approval actions by the Port Commission will include findings regarding a project's consistency with the *Waterfront Land Use Plan*, including the *Design & Access Element* as further amended or appended to include the conclusions of future preservation planning studies.

N-5 (Modified from the FEIR)

To prevent potential deterioration or destruction of historic architectural resources in the absence of specific proposals to restore or rehabilitate them, the Port will prioritize resources in need of repair and maintenance and fund the needed preservation work to the extent that funding is available. Repair and maintenance activities should sustain the existing form, integrity, and materials of an historic resource, and may include treatments such as rust removal, caulking, limited paint removal and reapplication of protective coatings; cyclical cleaning of roof gutter or other drainage systems; installation of fencing, protective plywood, alarm systems or other temporary protective measures; and other stabilization measures. If repair is undertaken, the least

degree of intervention should generally be applied, such as patching, piecing-in, splicing, consolidating, or otherwise reinforcing or upgrading historical materials such as masonry, wood, and architectural metals according to recognized preservation methods. Repairing may also include limited replacement in kind, or with compatible substitute material, of extensively deteriorated or missing parts of features when there are surviving prototypes (for example, brackets, dentils, steps, plaster, roofing).

Archaeological Resources

O-1a (Modified from the FEIR)

Initial project planning will take identification and protection of potentially significant archaeological resources into account whenever possible. Design modifications will be encouraged that reduce or eliminate excavation in sensitive areas.

O-1b (Modified from the FEIR)

Given the certainty that significant historical archaeological resources do exist in the overall Project Area generally, yet the inherent uncertainty about the specific locations and scope of such buried resources, the Port or project sponsor will retain an archaeologist as early as is practical in the site selection or schematic design stage of development projects under the Plan which will involve sub-surface excavation or other substantial soil disturbance of greater than four feet in depth, excluding submerged lands beneath the Bay. The archaeologist will prepare a brief preliminary site-specific evaluation or letter report, based on existing archival report information, assessing the archaeological sensitivity of the specific site(s) under consideration relative to the scope of excavation proposed. The archaeologist will consider the history of fill soils on the site(s) in his/her assessment of the potential for significant archaeological resources to exist and be disturbed or destroyed by the contemplated project, and make recommendations on subsequent actions designed to ensure the protection of potentially significant resources.

Based on the initial site-specific letter report, the archaeologist and the Environmental Review Officer (ERO) will determine whether a more detailed site assessment is warranted, the results of which could include an appropriate course of action necessary to minimize the disturbance to significant archaeological resources, and/or maximize information recovery where such disturbance cannot be avoided. Depending on the expected sensitivity of the area to be excavated, this could include a program of preconstruction testing, excavation determining monitoring, or both. If the ERO concurs with a preliminary evaluation determining that a project site has no potential to contain significant archaeological resources which would be impacted by a proposed development (which may commonly occur in the areas of recent fill or disturbance, such as most of the waterfront south of China Basin), then this measure will be satisfied and archaeological issues will no longer be a concern for that particular development project.

If, based on the likelihood of encountering significant archaeological resources as identified in the

site assessment report(s), the archaeologist and the ERO determine that pre-construction testing is warranted to better determine the probability of finding cultural remains, the sponsor will retain the services of an archaeologist familiar with prehistoric and urban historical archaeology, and San Francisco specifically. The archaeologist will carry out a pre-excavation testing program using a series of mechanical, exploratory borings or trenches, and/or other testing methods determined by the archaeologist and the ERO to be appropriate. Some efficiency may be possible by coordinating archaeological sampling with soil borings common to geotechnical and hazardous waste testing.

If, after testing, the archaeologist determines that no further investigations or precautions are necessary to safeguard potentially significant archaeological resources, the archaeologist will submit a written report to the ERO, with a copy to the project sponsor. If the archaeologist determines that further investigations or precautions are necessary, he/she will consult with the ERO and they will jointly determine what additional procedures are necessary to minimize potential effects on archaeological resources.

These additional mitigation measures will be implemented by the project sponsor and might included a program of on-site monitoring of all site excavation, during which the archaeologist will record observations in a permanent log. The monitoring program, whether or not there are finds of significance, will result in a written report to be submitted first and directly to the ERO, with a copy to the project sponsor. During the monitoring program, the project sponsor will designate one individual on site as his/her representative. This representative will have the authority to direct and suspend work at the site to give the archaeologist time to investigate and evaluate archaeological resources should they be encountered.

Should evidence of cultural resources of potential significance be found during the monitoring program, the archaeologist will immediately notify the ERO, and the project sponsor will halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground-disturbing activities which might damage cultural resources will be suspended for a total maximum of four weeks over the course of construction.

If prehistoric archaeological deposits are fortuitously discovered, the California Native American Heritage Commission in Sacramento and local Native American organizations will be consulted and involved in making resource management decisions. All applicable legal requirements concerning the treatment of cultural materials and Native American burials will be enforced.

After notifying the ERO, the archaeologist will prepare a written report to be submitted within 10 days first and directly to the ERO, with a copy to the project sponsor, which will contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO will recommend specific additional mitigation measures to be implemented by the project sponsor. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and

recovery of cultural material.

Finally, the archaeologist will prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration, and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure will be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report will be sent to the President of the Landmarks Preservation Advisory Board and the Historical Resources Information System Northwest Information Center. The Office of the Environmental Review will receive three copies of the final archaeological report.

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EXHIBIT 2
MITIGATION MEASURE MONITORING PROGRAM
PORT OF SAN FRANCISCO WATERFRONT LAND USE PLAN

Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
D. TRANSPORTATION					
D-1. To maintain an acceptable level of service at the intersection of Bay Street and the Embarcadero during the weekday P.M. peak hour, the Port Commission will recommend the provision of a right turn arrow for the Bay Street approach to the intersection when a traffic study demonstrates that a Port project contributes traffic to this intersection such that the right turn movement from Bay Street onto the Embarcadero operates at an unacceptable level of service during the weekday P.M. peak hour. Otherwise, the Port will authorize the described improvements when the Department of Parking and Traffic determines that they are necessary.	Department of Parking and Traffic	Port authorizes right turn arrow if deemed necessary; DPT provides right turn arrow for intersection	When level of service is anticipated to degrade to an unacceptable level as a result of Port Project or other cumulative development	DPT to notify OER when work performed	OER receives notification of work completion
D-2. To maintain an acceptable level of service at the intersection of Bay Street and the Embarcadero during the weekday P.M. peak hour and during the Saturday midday peak hour, the Port Commission will recommend the provision of a right turn arrow for the Bay Street approach to the intersection eastbound when a traffic study demonstrates that a Port project contributes traffic to this intersection such that the right turn movement from Bay Street onto the Embarcadero operates at an unacceptable level of service. Otherwise, the Port will authorize the described improvements when the Department of Parking and Traffic determines that they are necessary.	Department of Parking and Traffic	Port authorizes right turn arrow if deemed necessary; DPT provides right turn arrow for intersection	When level of service is anticipated to degrade to an unacceptable level as a result of Port Project or other cumulative development	DPT to notify OER when work performed	OER receives notification of work completion

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Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
D-3. To maintain an acceptable level of service at the intersection of North Point Street and the Embarcadero during the weekday P.M. peak hour, the Port Commission will recommend the provision of a right turn pocket, by removing two to three parking spaces and removing the red zone along the southern edge of North Point Street approaching the intersection, when a traffic study demonstrates that a Port project would contribute traffic to this intersection such that the right turn movement operates at an unacceptable level of service. Otherwise, the Port will authorize the the improvements when the Department of Parking and Traffic determines that they are necessary.	Department of Parking and Traffic	Port authorizes right turn pocket if deemed necessary; DPT provides right turn arrow for intersection	When level of service is anticipated to degrade to an unacceptable level as a result of Port Project or other cumulative development	DPT to notify OER when work performed	OER receives notification of work completion
D-4. As part of the required environmental review for each project, the Port will comply with the Office of Environmental Review's request for information, including, if appropriate, a traffic analysis on the existing and future conditions at intersections which may reasonably be expected to be affected by that development, and require identification and implementation of appropriate measures.	Office of Environmental Review and Port of San Francisco	Project sponsor conducts project level traffic analysis on intersections in project area	During environmental analysis, prior to project approval	Project Sponsor reports findings to Port of San Francisco	When traffic study completed
D-6c. The San Francisco half-cent sales tax for transportation expires in the year 2009. The Transportation Expenditure Plan establishes a prioritized list of specific projects for use of these funds. It is possible, if not likely, that the San Francisco County Transportation Authority, which administers the sales tax funds, may seek reauthorization of the sales tax prior to its expiration. A new Transportation	San Francisco County Transportation Authority	Prepare Transportation Expenditure Plan seeking the reauthorization of sales tax	Prior to year 2009	Transportation Authority reports on Transportation Expenditure Plan status to OER.	OER receives copy of the Transportation Expenditure Plan; OER receives documentation regarding

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Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
Expenditure Plan would need to be prepared to support such reauthorization. The Port will actively support identification of specific transit improvements along the waterfront that serve the project area, including commuter ferries and water taxis, which could help mitigate unmet transportation demand identified in this EIR as a component of this Expenditure Plan.					approval of tax reauthorization
D-7. To help induce shifts from vehicles to transit and thereby partially mitigate local intersection impacts and regional highway impacts, the Port will require and/or institute Transportation Demand Management Programs among developers of major trip generators.*	Port of San Francisco; Project Sponsor	Port designs program or requires Project Sponsor to develop program	When occupancy level requiring a TDM Program is reached	Port of San Francisco or Project Sponsor will provide annual report to OER as appropriate	Port adopts measure as policy by resolution of Port Commission
F. AIR QUALITY					
F-1. Construction contractors will be required by the Port to implement a dust abatement program to reduce the contribution of project construction to local PM-10 concentrations. *	Project Sponsor; Construction Contractor	Project Sponsor and contractor identify and implement specific dust abatement program	Prior to issuance of building permit or at start of construction, as appropriate	Port of San Francisco monitors implementation of program; project sponsor provides Port with program and regular status reports.	Port adopts measure as policy by resolution of Port Commission
F-2. Measures to reduce vehicle trips would also help improve air quality. See Section VI.D., Mitigation Measures, Transportation, p. 644. The Port will adopt these measures to reduce vehicle trips to improve air quality. However, it is unlikely that these measures would result in trip reductions that would reduce emissions of	See transportation mitigation measure D-7				

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Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
criteria air pollutants such that no criteria air pollutants would exceed the Bay Area Air Quality Management District significance thresholds.*					
F-3. Federal and State authorities (the U.S. Environmental Protection Agency and California Air Resources Board) are considering establishment of emissions standards for new marine engines that could ultimately limit or reduce emissions from marine vessels. However, there are no feasible mitigation measures for marine vessel emissions that are within the jurisdiction of local or regional agencies such as the Port or the Bay Conservation and Development Commission.	U.S. Environmental Protection Agency; California Air Resources Board	Establish emission standards for new marine engines	Prior to any development that would increase new marine engines on waterfront	Port of San Francisco monitors adoption of new emission standards	Port provides OER with new emission standards
G. VISUAL QUALITY AND URBAN DESIGN					
G-1 To retain, replace and/or expand visual access to resources of high visual quality, the Port Commission will incorporate policies and development standards in its Waterfront Design and Access Element that define and improve important visual and urban design qualities including public access areas and specified historic structures along the Port waterfront. The Design & Access Element includes design criteria for different property types (seawall lots, bulkhead sites and piers, including pier sheds) and site specific design criteria for individual sites which are organized into six subareas. The Port Commission and the Planning Commission, for projects requiring Conditional Use Authorization, will	Port of San Francisco	Port and Planning Commission adopt policies and standards	Prior to final adoption of WLUP, including the Design & Access Element	Port will produce WLUP, including the Design & Access Element containing new standards	Upon adoption of the WLUP

* For complete text of measure, see Findings of the Port Commission Affirming the WLUP, Exhibit A.

Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
adopt specific findings regarding a project's consistency with the WLUP and its Design & Access Element, as further amended to include conclusions of future planning preservation and special studies. Other significant projects located in Special Use Districts #1 and #3 will incorporate design recommendations developed through a proposed waterfront design review process.					
G-2. The Port will consider visual quality objectives early in the development of proposed projects, evaluate projects against the standards developed above, and ensure that project approvals are consistent with the adopted standards. Because development projects that thoughtfully consider visually prominent resources early in their planning process would be less likely to result in obstruction of resources, the Port will develop and adopt a policy or regulation that encourages and supports such early consideration and that requires projects to be consistent with the urban design guidelines described above. The policy will be adopted separately or will be incorporated into the WLUP.*	Port of San Francisco	Port adopts policies and standards	Prior to final adoption of WLUP including the Design & Access Element	Port will produce WLUP, including the Design & Access Element containing new standards	Upon adoption of the WLUP
G-3. The Port will add policy language or development standards to the Waterfront Design and Access Element that will address adverse effects related to shadow and wind impacts on designated public access areas and vantage points within areas that have height limits above 40-feet. For sites that have height limits above 40-feet, the Design and Access Element will consider shadow and wind impacts on urban design resources and the visual quality experiences within	Port of San Francisco	Port adopts policies and standards	Prior to final adoption of WLUP including the Design & Access Element	Port will produce WLUP, including the Design & Access Element containing new standards	Upon adoption of the WLUP

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Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
areas of public access. The Port will also incorporate standards from Section 148, Reduction of Ground Level Wind Currents in C-3 Districts into the Design & Access Element for the parcels that have height limits over 40 feet.*					
H. BIOLOGICAL RESOURCES					
H-1. The Port will limit dredging operations and pier repair/replacement to between March 1 and November 30 to eliminate any potentially significant impacts of dredging or pier repair/replacement on the Pacific herring fishery. In exceptional cases where dredging operations or major pier repair/replacement operations (beyond routine maintenance) must conflict with the herring season, the Port will obtain permission from the permitting agencies, including but not necessarily limited to the U.S. Army Corps of Engineers, Bay Conservation and Development Commission, State Department of Fish and Game, and the Regional Water Quality Control Board. The Port will comply with specific monitoring requirements established by these and other agencies to avoid impacts on the herring fishery.	Port of San Francisco	Implement dredging operation controls as specified.	During dredging activities	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
H-2. Prior to demolition or renovation of any abandoned building between August 15 and October 15, or between February 1 and May 1, survey(s) will be conducted by a qualified bat biologist. If no Townsend's western big-eared bats are found during the survey(s) no additional mitigation is required. If the bats, a California Species of Special Concern, are found during an August-	Port of San Francisco or Project Sponsor	Port or Project Sponsor to hire bat biologist to survey project area and report findings; Port decides course of action.	Prior to demolition or start of construction	Biologist to carry out survey and prepare report for Port or Project Sponsor; Port or Project Sponsor to provide OER with survey findings and resultant action	Port adopts measure as policy by resolution of Port Commission

* For complete text of measure, see Findings of the Port Commission Affirming the WLUP, Exhibit A.

Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
October survey, appropriate exclusion devices approved by CDFG & USFWS will be installed by a qualified bat biologist. Once the bats have been excluded, demolition may occur. If bats are found during a February-May survey, demolition will not take place until the end of the nursery season in August. Exclusion devices will be placed by a qualified bat biologist in accordance with CDFG and USFWS.*					
I. GEOLOGY, SOILS AND SEISMICITY					
I-1. A geotechnical investigation will be conducted under the direction of a Geotechnical Engineer prior to permitting any new construction or reuse of an existing structure for new uses that could increase the load of the structure, so as to trigger the requirements of Section 3403.6 of the San Francisco Building Code.*	Port of San Francisco or Project Sponsor	Port or Project Sponsor to hire a Geotechnical Engineer to complete a technical investigation and make recommendations	Prior to start of construction	Port or Project Sponsor to provide final geotechnical report	Port adopts measure as policy by resolution of Port Commission
I-2. All open sub-grade structures and pits, whether temporary or permanent, will be provided with protection against damage resulting from adjustment to buoyant and lateral deforming soils. All construction and design of such projects will provide specific measures to prevent hazards to people and damage to proposed or nearby structures that could result from these adjustments. In some cases a specific geotechnical investigation may be required for permanent open sub-grade structures and open ground structures.	Port of San Francisco or Project Sponsor	Construction documents to include measures as required	Prior to start of construction	Port of San Francisco to monitor	Port adopts measure as policy by resolution of Port Commission
I-3a Prior to any construction that will require dewatering, the applicant will submit and the Port will review a dewatering and excavation plan and an	Port of San Francisco or Project Sponsor	Project Sponsor prepares and submits plan to Port for review	Prior to start of construction	Port of San Francisco reviews plan	Port adopts measure as policy by

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Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
analysis of potential impact to adjacent properties to determine whether the potential exists to damage off-site property. The plan will include an evaluation of ground water quality, potential impacts on groundwater flow patterns, and groundwater disposal. The plan will be reviewed by the Port and other regulatory agencies as appropriate. As a standard practice, the Port will require an application package that will indicate the amount of dewatering and the period which dewatering may be required.*					resolution of Port Commission
I-3b. To minimize dewatering hazards, construction projects will provide shoring of all excavation pit walls, and provide supports to adjacent structures, including foundation support if needed.	Port of San Francisco or Project Sponsor	Construction documents to demonstrate compliance with measure	Prior to start of construction	Port of San Francisco reviews documents	Port adopts measure as policy by resolution of Port Commission
I-3c. All applicants for construction projects involving dewatering (as well as vibration-inducing pile driving) will post a surety bond, or other financial assurance, to cover the costs of potential damage to off-site property from construction. The amount of the bond will be determined by the Port.*	Project Sponsor	Posting of surety bond or other financial assurance	Prior to start of construction	Port of San Francisco reviews	Port adopts measure as policy by resolution of Port Commission
I-3d. Prior to any construction that will require dewatering or pile driving, the Port or Project Sponsor will notify all property owners within 200 feet of the proposed construction activity at least 30 days prior to the date of initiating demolition or excavation, whichever comes first. The Port will provide an opportunity for all property owners to comment	Port of San Francisco or Project Sponsor	Notices sent to property owners	30 days prior to start of construction	Port of San Francisco will receive and keep copies of notification and mailing list	Upon receipt by the Port of notice and mailing list

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Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
on the construction activity and allow them the opportunity to have their property photo-documented for its pre-construction condition. The Port is responsible for inspection of construction activities and will note any observation of proven or suspected subsidence damage on the site and at adjacent sites.*					
I-4. For impacts from pile driving, the Port and project sponsor will implement Measures I-3a through I-3d.		Refer to measures I-3a through I-3d			
I-5. Proposed new dredging activities (deeper than the designed depth or in different locations than ongoing maintenance dredging) will be reviewed by an engineering geologist to assess potential hazards to Port facilities. Dredging programs in areas with a past history or high potential for lateral movement of Bay Mud will be designed to hold a slope without readjustment or slippage. This measure will apply to suction and clamshell dredging. To minimize slope failure in the Bay sediments, dredged cuts will be properly designed and dredged, as recommended by the engineering geologist.*	Port of San Francisco	Engineering geologist review and approval of certain, new dredging activities	Prior to start of dredging	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-6. If demolition is not immediately followed by redevelopment, the Port will carry out, or require, effective measures that leave the site of all demolished buildings in a condition that will not pose a life safety hazard or potential to damage adjacent properties.*	Port of San Francisco or Project Sponsor	Approval of demolition permit including measures as required	Prior to issuance of demolition permit	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-7a New high-occupancy mid-rise structures in the Project Area will be designed with the aid of a dynamic	Port of San Francisco or Project Sponsor	Approval of project design by Port of San Francisco	Prior to start of	Port of San Francisco	Port adopts measure as

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Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
method analysis.*			construction		policy by resolution of Port Commission
I-7b. To minimize seismic hazards to building occupants from non-structural damage, the Port will require all Port facilities and tenants to carry out the following measures at a minimum: heavy objects should be attached to secure walls and floors, and light, loose objects should be placed to minimize their potential to move or overturn; large storage containers should not be loosely stacked, and those stored on shelves should have appropriate restraints or other means to prevent them from tipping or sliding off shelves. All equipment using natural gas should be anchored. Care should be taken to avoid placement of such objects where they could topple or move and block exit doors.*	Port of San Francisco and Port Tenants	Include measure in all new leases and implement policy for new Port occupied facilities	At lease approval	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-7c. Because of the large number of employees and visitors potentially on-site in an earthquake, high-occupancy facilities that are suitable to supply emergency response services will be required to store such supplies and equipment on-site for a 72-hour reserve.*	Port of San Francisco and Port Tenants	Include measure in all new leases and implement policy for new Port occupied facilities	At lease approval	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-7d. Non-structural interior elements (ceilings, partitions, light fixtures, HVAC, pipes, etc.) will be designed to withstand strong ground shaking and remain intact.*	Port of San Francisco and Port Tenants	Include measure in all new leases and implement policy for new Port occupied facilities	At lease approval	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission

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Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
I-7e The Port, pursuant to the Uniform Plumbing Code, requires the use of flexible utility connections and that water heaters be fastened to walls. The Port will not permit the installation of automatic shut-off valves for water supplies. The Port will require appropriate signage indicating the location of shut-off valves for natural gas, in accordance with Fire Department requirements.	Port of San Francisco, or Project Sponsor	Include measure in Port Building Code and/or in all new leases	At lease approval for for new structures; when changes to existing structures begin, if feasible	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-7f. The Port will require fire extinguishers to be located throughout all facilities in compliance with the Fire Code. The Port will require that cabinets are not placed where they could overturn and block access to fire extinguishers. New leases will require the training of all staff of offices, hotels, industrial facilities, restaurants and entertainment complexes in the use of fire extinguishers.	Port of San Francisco and Port Tenants	Include measure in all new leases and implement policy for Port occupied facilities	At lease approval	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-7g. The Port has completed an Emergency Plan which includes earthquake preparedness and response plans, covering all development with the Project Area. The Port will assign responsibilities for plan implementation and train all employees in plan elements. The Port will assist its tenants with earthquake preparedness and response planning and will establish thresholds, in consultation with the Fire Department and/or Health Department, for applying lease provisions that require tenants to prepare an earthquake preparedness and response plan. Key provisions of such a plan is included in Exhibit A.*	Port of San Francisco and Port Tenants	Port adopts emergency plan and requires certain tenants to prepare such plans	At time of lease approval and as needed	Port of San Francisco sends Office of Emergency Services copy of plan and resolution adopting new lease policy	Port adopts measure as policy by resolution of Port Commission; Office of Emergency Services receives plan and resolution

* For complete text of measure, see Findings of the Port Commission Affirming the WLUP, Exhibit A.

Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
I-8a. The Port will take feasible steps to minimize potential earthquake safety risks related to hazardous materials in its operations and that of its tenants.*	Port of San Francisco and Port Tenants	Lease provisions and Port staff inspections	At time of lease approval and as needed	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-8b. The Port will require tenants to design all facilities for storage of hazardous chemicals in containers in accordance with City and County of San Francisco Department of Health requirements and other applicable regulations to minimize potential hazards in an earthquake. The Port will require tenants to report on compliance and will assist tenants with compliance and conduct inspection, if feasible.*	Port Tenants	Lease provisions and Port staff inspections	At time of lease approval and as needed	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-9a. Project sponsors, including the Port, will employ an engineer qualified in earthquake engineering to incorporate into the final design of individual facilities developed under the WLUP all economically feasible engineering methods to reduce the potential for loss of life-line services. This may include methods to improve unstable ground conditions, to strengthen infrastructure to be resistant to earthquake induced ground movements, and to to organize and prepare for earthquake response. *	Port of San Francisco or Project Sponsor	Design of new facilities will be reviewed for consistency with measure	Prior to issuance of construction permits	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-9b. For individual development projects, the use of flexible connections for utility lines may be needed. Back-up supplies of water, power generators, and battery-operated telecommunications equipment may need to be installed (or enlarged at existing facilities). The engineer will recommend the appropriate approach	Port of San Francisco or Project Sponsor	Design of new improvements will be reviewed for consistency with measure	Prior to issuance of construction permits	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission

* For complete text of measure, see Findings of the Port Commission Affirming the WLUP, Exhibit A.

Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
(e.g., separate facilities and equipment or upgrading existing facilities) for all Project Area facilities.*					
I-9c. The Port will encourage the City's Office of Emergency Services, Fire Department and Police Department to plan routes of alternative emergency access to development sites and cooperate in such planning efforts.*	Port of San Francisco	Plan routes for alternative emergency access	Soon after adoption of WLUP	Port of San Francisco	Port adopts resolution & implements measure
I-10a. The Port will develop and follow an inspection schedule for regular inspection and evaluation of the condition of its piers. In conjunction with the inspection schedule, a maintenance and repair schedule will be developed and implemented, within the financial means of the Port.	Port of San Francisco	Conduct inspections and establish maintenance and repair schedule	Regular inspections; repair per schedule	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-10b. Piers that are in poor condition will be repaired or demolished and removed, if feasible as determined in the capital projects budgeting process. If repaired, piles that are deteriorated will be replaced or the portion that is rotted or deteriorated will be replaced with a concrete steel sleeve. A structural engineer will be consulted regarding the repair of the piers.	Port of San Francisco or Project Sponsor	Determine feasibility; for repairs, require consultant and review plans.	As appropriate	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
I-11a. At the time of anticipated tsunami incursion, the San Francisco Police Department will close off the immediate waterfront area of Aquatic Park, Fisherman's Wharf and the Hyde Street Pier to the public. The Port will request all marina operators to close off access to the docks for the public and boat owners and request ferry boat operators to prevent people from standing on water-level ferry loading docks everywhere in the Project Area.	Port of San Francisco; San Francisco Police Department	Close off access to docks and other waterfront areas	At time of anticipated tsunami incursion	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission

* For complete text of measure, see Findings of the Port Commission Affirming the WLUP, Exhibit A.

Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
N. HISTORIC ARCHITECTURAL RESOURCES					
N-1. The Port Commission will incorporate language in the Design & Access Element which encourages retention and reuse of designated historic architectural resources and potentially significant resources found to be significant (pursuant to Measure N-2) and which outlines the future studies which may adequately mitigate potential significant adverse effects on historic architectural resources.*	Port of San Francisco	Port Commission adopts Design and Access Element with language as indicated	When Port adopts resolution, approving WLUP, including Design & Access Element	Port of San Francisco	Upon adoption of the WLUP
N-2. The Port, assisted by a qualified professional, will further define which historic architectural resources are significant and why.*	Port of San Francisco	Port and qualified professional perform examination of historical architectural resources on Port property	Following adoption of the WLUP	Port of San Francisco	Port Commission considers results of further studies and adopts amendments to the Design & Access Element if appropriate
N-3. The Port will develop and adopt preservation design standards for changes to historic resources.*	Port of San Francisco	Port develops and adopts standards	Following adoption of WLUP	Port of San Francisco	Port Commission considers results of further studies and

* For complete text of measure, see Findings of the Port Commission Affirming the WLUP, Exhibit A.

Mitigation Measure	Implementation Responsibility	Action Required	Mitigation Schedule	Monitoring/Reporting Responsibility	Status/Date Completed
					adopts amendments to the Design & Access Element if appropriate
N-4. The Port will consider historic preservation objectives early in the development of proposed projects, evaluate projects against design standards for changes to historic resources and ensure that project approvals are consistent with adopted standards. *	Port of San Francisco	Port considers historic resources during Step 2 of the WLUP Implementation Process	During project feasibility analysis	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
N-5. To prevent potential deterioration or destruction of historic architectural resources in the absence of specific proposals to restore or rehabilitate them, the Port will prioritize resources in need of repair and maintenance and fund the needed preservation work to the extent that funding is available.*	Port of San Francisco	Port prioritizes architectural resources based on need for repair, and funds repair when feasible	Following adoption of the WLUP	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission
O. ARCHAEOLOGICAL RESOURCES					
O-1a. Initial project planning will take identification and protection of potentially significant archaeological resources into account whenever possible. Design modifications will be encouraged that reduce or eliminate excavation in sensitive areas.*	Port of San Francisco and Project Sponsor	Consider available information regarding significant archaeological resources	During project feasibility analysis	Port of San Francisco	Port adopts measure as policy by resolution of Port Commission

* For complete text of measure, see Findings of the Port Commission Affirming the WLUP, Exhibit A.

Southern Waterfront

(23) Page 140 — In the ninth bolded line, replace "many" with some.

(24) Page 141 — Dates will be provided to replace the words "recently" and "recent" in the first paragraph.

(25) Page 145 — The reference to Service Engineering Company will be removed from the second paragraph because that company no longer operates at Pier 50.

Chapter 5

(26) Page 162 — The June 10th Proposed Revisions include replacement language about planned amendments to the City's General Plan. The language states, in part, that "Additional General Plan amendments may be proposed to address open space, public access and urban design improvements included in the Waterfront Design & Access Element of the Waterfront Plan." The "may" in this sentence should be changed to will.

Later in the June 10th Proposed Revisions, there is a sentence which states: "BCDC also will seek approval of the San Francisco Special Area Plan by the Port and Planning Commissions...." The word "approval" should be changed to endorsement.

(27) Page 173A — The Waterfront Plan Implementation Flow Chart should be revised to indicate that project feasibility issues, including urban design guidelines applicable to the site and vicinity as outlined in the Design & Access Element will be considered during the second stage of the process.

(28) Page 175 — Revise implementation measure (3) to state: Urban design policies and design guidelines set forth in the Design & Access Element will be considered in identifying development concepts and reflected in the specifications included in the request for proposals.

(29) Figure B — Figure B included in the June 10th Proposed Revisions needs the following corrections: In the "It is Principally Permitted" box, the word "may" should be changed to will and the words and parking requirements should be added to the end of the sentence. In the "It is Not Permitted" box, the last line ("or is the property eligible for a variance?") should be deleted.

(30) **Appendix A**

Factual updates will be made to this appendix prior to final printing to reflect changes in maritime business. There are no policy changes proposed here.

List of Additional Proposed Revisions to the April 1996 Draft Waterfront Land Use Plan
June 18, 1997

(This is the second of two lists of proposed revisions. The first list was prepared for the June 10th Port Commission meeting. Together, these two lists include all proposed revisions to the April 1996 Draft Waterfront Land Use Plan).

Executive Summary

(1) Page 2 — Replace the next to last sentence in the third paragraph with the following: In addition, San Francisco's peninsula location has severely limited the Port's ability to compete with the Port of Oakland and other west coast ports for container cargo shipping business.

(2) Page 4 — Replace the last three sentences under "Maritime Use" with the following: General policies for these northeastern waterfront piers (Piers 15-17, 19-23, 27-29) encourage the continued maritime use of these facilities for as long as feasible. However, if these cargo-related operations can no longer operate effectively on these piers, then the Plan promotes relocating these operations elsewhere on Port property and permitting a mix of maritime, commercial, recreational and public access uses. The Plan calls for the completion of a Pier 15-29 Special Planning Area Study prior to new development on these piers to determine: 1) how the Port will meet the needs of cargo terminal and related maritime support operations on Piers 15-17, 19-23, and 27-29; 2) The location and size of a major new "Northeast Wharf" open space in this area; and 3) the allowable locations and configuration of piers between Piers 15 and 29.

[Note: This revision is essentially the same revision presented to the Port Commission on June 10, 1997 (June 10th Proposed Revisions). It has been modified as follows at the request of Planning Commission staff: On the fifth line, replaced the words "at the Port" with the words "elsewhere on Port Property."]

(3) Page 11 — In the second sentence under the Southern Waterfront heading, insert in recent years after Piers 80 and 94/96.

(4) Page 16 — In the last sentence on the page, change "Even now" to Currently.

(5) Page 17 — In the second paragraph, replace the first two sentences with: San Francisco's peninsula location puts the City in a disadvantage compared to the Port of Oakland as it relates to cargo access. In addition, it takes longer to route San Francisco intermodal rail cargo to the main railhead located in the East Bay.

(6) In the same paragraph, replace "Los Angeles" with Tacoma in the last sentence.

Chapter 2

(7) Page 35 — In the seventh bullet, delete "new and existing" and "at China Basin per the Mission Bay Plan and".

(Note: The first deletion was proposed in the June 10th Proposed Revisions. The second deletion was suggested by Planning Commission staff.)

Chapter 3

(8) Page 40 — In the June 10th Proposed Revisions, major new text was added here to explain the regulatory and policy context of the Plan. One sentence in that new text states that "The Planning Code contains height, bulk and use classifications, as well as criteria for conditional uses and variances." At the request of the Planning Commission Staff, the word "contains" will be replaced with the word "includes".

Another sentence in that new text explained that "The overlay of the Waterfront Plan's land use policies with requirements of BCDC and the Public Trust is necessarily somewhat complex." The Planning Commission staff has requested that we add and the City's land use policies and regulations after the words "Public Trust."

Later in that new text, a sentence states that "Four of these area plans are applicable to Port property: Northeastern Waterfront Plan, Central Waterfront Plan, Mission Bay Plan, and the South Bayshore Plan." The Planning Commission staff has requested that we correct this sentence by changing "Four" to Three and indicating that the Mission Bay Plan is a component of the Central Waterfront Plan.

Also, later in that new text, there is a discussion of special districts which are administered by the Planning Commission which affect development on Port property. The discussion includes the following example: "There is a Northern Waterfront Special Use District (NWSUD) that includes Port property north of Pier 26 to Hyde Street Pier." The Planning Commission staff has requested that we add For example," to the beginning of this sentence.

(9) Page 43 — The June 10th Proposed Revisions include a new paragraph before the existing first paragraph. The proposed first sentence of that new paragraph reads "Maritime Uses on Port property are permitted uses of public trust lands, as well as under the San Francisco General Plan and Planning Code." Planning Commission staff has requested that we add (with a few exceptions) to the end of

this sentence.

(10) Page 47 — Add a new item 18: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee), including storm water drainage policies for new construction and facility improvement projects.

(11) Page 51 — Add a new paragraph after item 5: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee), including storm water drainage policies for new construction and facility improvement projects.

(12) Page 53 — In the June 10th Proposed Revisions, a new paragraph was recommended after the first paragraph. The last sentence read "These commercial uses also can be allowed under the San Francisco General Plan and Planning Code as permitted or conditional uses." The Planning Commission staff has requested that we add the following to the end of that sentence: depending on the zoning district in which they are located.

(13) Page 57 — Add a new paragraph after item 4: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee), including storm water drainage policies for new construction and facility improvement projects.

(14) Page 59 — Add a new item 18: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee), including storm water drainage policies for new construction and facility improvement projects.

(15) Page 60 — Add a new item 3 under Academic Institutions: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission, including storm water drainage policies for new construction and facility improvement projects.

(16) Add a new item 4 under Transportation Services and also under Community Facilities: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission (and, in the Fisherman's Wharf area, reviewed by the Fisherman's Wharf Environmental Quality Advisory Committee), including storm water drainage policies for new

construction and facility improvement projects.

(17) Add a new item 3 under the new policies for General Industry in the June 10th Proposed Revisions: Comply with all applicable environmental and water quality laws and regulations, and any related policies adopted by the Port Commission including storm water drainage policies for new construction and facility improvement projects.

(18) Page 61 In the June 10th Proposed Revisions, replacement text is proposed to explain how interim uses are handled under the public trust and by BCDC. Planning Commission staff has requested the following addition: In addition, the Planning Code allows certain uses as temporary uses for up to two years.

Northeast Waterfront

(19) Page 94 The following new sentence was proposed in the June 10th Proposed Revisions: In addition, if piers are no longer needed for cargo use between Piers 15 and 29, then a site should be planned for a new public open space that would be developed in conjunction with new mixed use development The word major should be added before "new public open space..."

South Beach/China Basin Waterfront

(20) Page 121 In the June 10th Proposed Revisions, a new fourth paragraph was recommended. The last sentence read "A planned ferry terminal will enable ballpark visitors and others to ride across the Bay." Planning Commission staff has requested that we add or along after "across".

(21) The June 10th Proposed Revisions include a replacement fourth paragraph to update the discussion of plans for the Mission Bay area. It lists proposed new uses north and south of the Channel. Entertainment should be added as an additional proposed use north of China Basin Channel.

(22) Page 138 Add a new bullet for Mission Bay under the heading of "Development Standards for Other Existing or New Open Spaces and Public Access: In 199_, Catellus Development Corporation modified its Mission Bay Project Area boundary to exclude Port Seawall Lot 337 which was designated as open space in the San Francisco General Plan and the City Zoning Map. In light of this development, further Port planning for long-term uses of Seawall Lot 337 should be coordinated with ongoing Mission Bay planning.

Southern Waterfront

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(24) Page 141 — Dates will be provided to replace the words "recently" and "recent" in the first paragraph.

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(30) **Appendix A**

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Attachment A.2

Port of San Francisco
Waterfront Land Use Plan

PAGES CONTAINING ADDITIONAL PROPOSED REVISIONS
June 18, 1997

Republished, April 1996

Draft for Public Review and Comment

CHAPTER 1
Introduction to the Port

Most of the Port's property consists of former public tidelands, which are held in "public trust" for all the people of California. As trustee of the property since 1969, the Port is required to promote maritime commerce, navigation and fisheries, as well as to protect natural resources and develop recreational facilities for public use.

The Port currently oversees a broad range of commercial, maritime and public activities on this public trust property. The piers north of China Basin were originally built in the early 1900s to support break-bulk cargo shipping, shipbuilding and commercial fishing. Over time, the introduction of container shipping and other changes in the cargo shipping industry, and the reduction in U.S. shipbuilding and repair operations, led to a dramatic decline in industrial maritime activities north of China Basin. Today, these industrial maritime operations are concentrated in the southern waterfront, while passenger cruise ships, excursion boats, passenger ferries, recreational boating and other commercial maritime uses dominate the northern waterfront. Although these "people-oriented" commercial maritime uses are growing, the Port has not had sufficient financial resources to upgrade the often deteriorating piers where they are located.

The unique financial and regulatory framework within which the Port operates has hampered its ability to fulfill its public trust responsibilities and maintain its aging facilities. Unlike other local agencies, the Port receives no financial support from the City, and relies almost solely on Port revenues to fund maritime, public access and open space improvements, maintain the piers and other property, and meet its administrative expenses. Over time, increases in maintenance costs alone have out paced growth in revenues. Increasingly restrictive land use regulations have contributed to the Port's financial difficulties by limiting opportunities for generating new revenues. ~~In addition, economic, geographic and demographic trends have severely limited San Francisco's ability to compete with the Port of Oakland and other west coast ports for intermodal cargo shipping business.~~ (See Chapter 1 and Appendix A for further discussion.)

In spite of these recent setbacks, many exciting changes are underway that promise new opportunities for public enjoyment of the waterfront. The Draft Plan seeks to build upon these changes. For example, the Port has refocused its cargo strategy for those cargoes that can best be accommodated at San Francisco's unique facilities. In addition, the demolition of the Embarcadero Freeway and ongoing construction of the Waterfront Transportation Projects are opening the door to further revitalization of the edge of this great City. The visions embodied in the Draft Waterfront Land Use Plan provide a place on the waterfront for almost everything San Franciscan's desire. Through the Waterfront Plan, San Franciscans will provide a blueprint for waterfront revitalization that will be a credit to The City for years to come.

(Please refer to Appendix C: Glossary of Terms for help understanding Port or land use terms used throughout the Plan.)

CHAPTER 3
General Land Use Policies

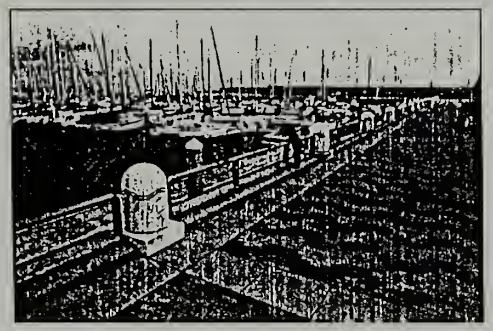
Chapter 3 of the Draft Plan defines six categories of waterfront land uses and presents general policies that apply to any site on which those activities currently exist or could be accommodated in the future. Chapter 3 also identifies unacceptable non-maritime land uses for Port property within 100 feet of the shore.

Maritime Uses. The Draft Plan promotes the continuation and expansion of all maritime uses at the Port, including cargo shipping, fishing, passenger cruises, ship repair, ferries and excursion boats, historic ships and recreational boating. The Plan reserves approximately two-thirds of Port property for these water-dependent activities, and promotes investment in maritime facilities through the provision of long-term leases for maritime operations and, particularly north of China Basin, linkages between new maritime development and complementary non-maritime development. Plan policies also encourage provision of visual or physical public access to maritime facilities, where feasible, to enhance the public's understanding of maritime operations.

Cargo operations in the Southern Waterfront

With respect to the Port's cargo shipping operations, the Plan reserves most Port property south of China Basin for cargo or maritime support operations. In addition, a few piers in the northeast waterfront are still used as cargo shipping-related facilities but are not likely to continue in these uses over the long-term because of industry trends and changing land use patterns. ~~General policies for these northeastern "Transitional Maritime" sites encourage the continued maritime use of the facilities for as long as feasible. However, if it becomes infeasible to maintain these facilities exclusively in maritime use, the Draft Plan promotes relocating these facilities at the Port and permitting a mix of maritime, commercial, recreational and public access uses on these Transitional Maritime sites. Specific findings must be made by the Port before determining that a Transitional Maritime site is no longer viable exclusively for maritime activities.~~

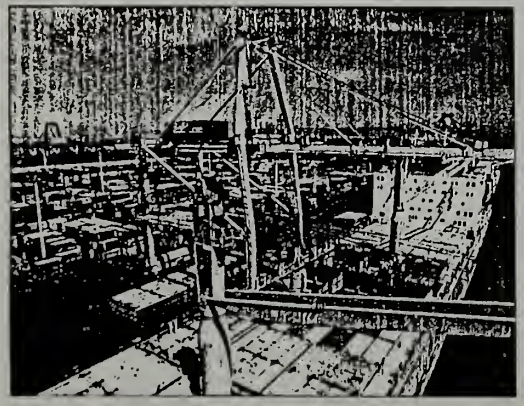
Open Spaces and Public Access. The provision of varied and significant forms of public access (e.g. physical access as well as visual and other forms of non-physical access) and open spaces is a high priority of the Draft Plan. For example, the Draft Plan promotes a "PortWalk" which would maximize connections with the Bay, the pedestrian promenade along The Embarcadero and the regional Bay Trail. The Draft Plan also encourages the development of public amenities (e.g. restrooms, information kiosks, small-scale retail convenience sales) to enhance the enjoyment and use of public areas. Given the Port's limited financial resources, the Plan relies on public funding and linkages with new revenue-generating developments to achieve open space and public access goals.



South Beach Harbor

The South Beach/China Basin Waterfront. The South Beach/China Basin Waterfront extends from Pier 22½, just north of the Bay Bridge, to Mariposa Street, south of China Basin. Although many of the piers in this area are in deteriorated condition and cannot support the array of industrial maritime activities that once dominated the area, there are still some scattered industrial maritime-related businesses that should be continued and consolidated in an efficient manner. The maritime-orientation of this area is now characterized by recreational boating and water use facilities at South Beach Harbor (Pier 40) and south of China Basin. In addition, maritime operations will continue at Piers 48, 50 and 54. New developments will offer opportunities to expand such commercial and recreational maritime activities, and mix them with other public-oriented activities such as nighttime entertainment, family amusements, and commercial/residential uses on inland seawall lots. These new, mixed use areas will make the South Beach waterfront safer and more inviting and provide focal points for public enjoyment of the waterfront. At the same time, the introduction of new attractions must be balanced with the needs of adjacent South Beach residents.

Given the abundance of vacant piers in the area, new waterfront structures must employ high standards of design that give rise to a new architectural identity for the South Beach shoreline. In addition, new developments north of China Basin should extend the PortWalk where feasible, and provide a unifying pedestrian connection between the South Beach and Mission Bay neighborhoods.



Cargo operations in the Southern Waterfront

The Southern Waterfront. The Southern Waterfront, which extends from Mariposa Street to India Basin, is the heart of the Port's industrial maritime operations. Much of the area is undeveloped, and the Port's two container terminals at Piers 80 and 94/96 have operated at a fraction of capacity for many years. The Draft Plan encourages maximum utilization of these existing cargo terminal facilities, but also promotes interim uses of the property reserved for maritime expansion in light of the uncertain time frame for any expansion of cargo facilities in San Francisco. Although cargo shipping in the Bay Area is projected to increase fourfold by the year 2020, there are many variables that will determine where in the Bay Area that business ultimately will locate. In the meantime, to maximize the on-going productivity of Port assets, the Draft Plan permits interim uses (generally 1-10 years with exceptions for 20 or 30 years to amortize capital improvements). In addition, there are four undeveloped areas in the Southern Waterfront which are surplus to long-term maritime needs. In these areas, the Draft Plan allows the Port to consider non-maritime land uses which are compatible with maritime activities in the area to generate revenues which could support the Port's maritime operations and required capital improvements.

Other important objectives for the Southern Waterfront encourage preservation and restoration of three historic Union Iron Works Buildings to revitalize an area that survives as an example of San Francisco's early ship building and repair industry, and reservation or improvement of areas for wetland habitats and passive and active recreational use (e.g. Warm Water Cove, Islais Creek, edge of Pier 94, Pier 98, India Basin.)

Expansion and Consolidation of the Industrial Waterfront

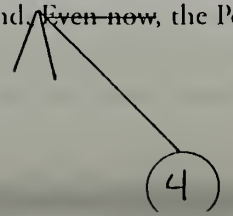
From 1863 until 1968, the use and development of the Port of San Francisco was controlled by the State of California. A State Board of Harbor Commissioners (State Board), exempt from local control and backed by the vast financial resources of the State, guided the Port from infancy to its height of maritime activity during World War II. Many of the Port's piers were constructed between 1912 and 1930, when break-bulk shipping flourished and countless vessels were serviced at Port facilities. During that time, the waterfront became dominated by industry, maritime operations and railroad terminals. In post-World War II years, however, demand for the type of facilities offered in San Francisco began to decline.

Completion of the Golden Gate and Bay Bridges in the late 1930s had already led to a dramatic reduction in the once thriving ferry boat industry, making many Port facilities on the northern waterfront obsolete. Technological innovations in the shipping industry, particularly the shift from break-bulk cargo to containerized cargo, further reduced demand for Port facilities. The rise of foreign competition in shipbuilding and ship repair dealt another blow to maritime activity at the Port. With the decline in these prime industries, maritime support activities also declined.

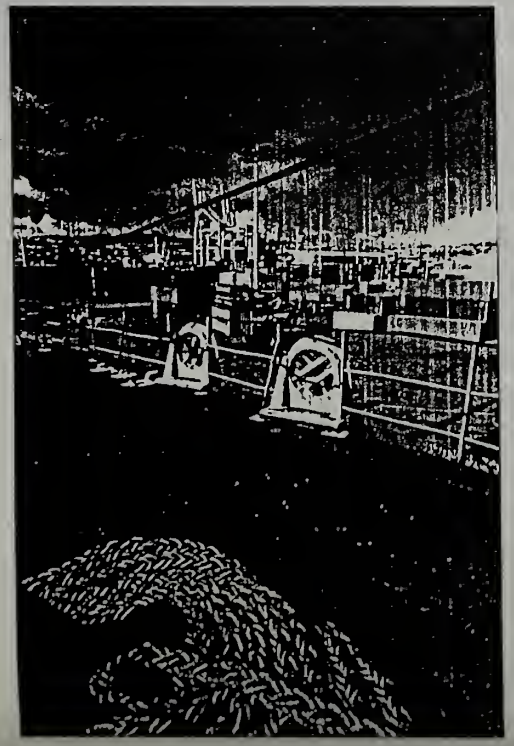
Evolution to Containerized Cargo

The State Board was slow to respond to the evolution from break-bulk to containerized cargo shipping. While San Francisco looked on, the Port of Oakland obtained federal grants to help convert its mud flats to modern container terminals. By 1965, the Port of Oakland's total tonnage receipts equaled that of San Francisco. In 1994, the Port of Oakland was the 5th largest port in the U.S. in terms of cargo handled; the Port of San Francisco ranked 26th.

During the past 25 years of local control, the Port of San Francisco has struggled to maintain a significant role as a shipping port. In 1969, the Port sold $20 million in bonds to finance the first LASH (lighter aboard ship) terminal on the West Coast at Pier 96 and improvements to break-bulk piers. Unfortunately, LASH technology proved to be an ineffective competitor to containerization. Meanwhile, the investment in break-bulk piers kept some of those facilities intact, but yielded little return. As a result, the percentage of Port operating revenue devoted to debt service grew substantially, further hindering the Port's attempts to modernize. Although in 1971 the Port issued an additional $20 million in revenue bonds to build modern container terminals at Pier 94/96, San Francisco could never regain its preeminence over Oakland. ~~Even now~~, the Port of San Francisco's facilities are utilized at only a fraction of their capacity.



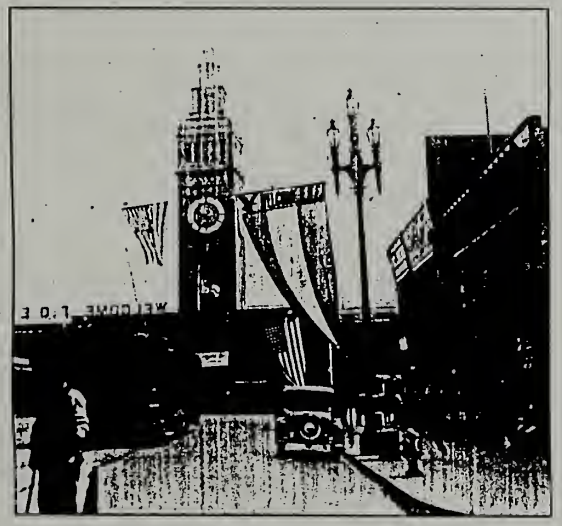
As discussed more completely in the Background Analysis for Water-Dependent Activities (Appendix A), shipping lines have dramatically reduced or ceased their shipping operations at the Port of San Francisco's two container terminals. Because container terminal operators depend heavily on economies of scale to maintain profitability, the Port has been forced to consolidate its cargo shipping operations at Pier 94/96. The Port's other container terminal at Pier 80 will remain available for future maritime operations. Nevertheless, with only a handful of shipping companies continuing to call, the Port of San Francisco's future in intermodal container shipping is uncertain, despite aggressive efforts to lure shipping lines back with highly attractive business offers. ~~Unfortunately, a number of factors will continue to place San Francisco at a competitive disadvantage with the Port of Oakland. First, although the Port of San Francisco is a mere 30 minutes from Oakland by truck, it is on average 2 days from Oakland by rail.~~ In short, it is generally faster, and therefore cheaper, for carriers to pick up and deliver cargo in Oakland than in San Francisco. Second, shipping companies have expressed a strong desire to locate where two or more railroads provide connections to mid-west and eastern markets. San Francisco is served by only one railroad. Third, although 25 years ago most cargo exports were generated from the San Francisco side of the Bay, today most are generated on the east side of the Bay, and are exported from Oakland cargo terminals. Fourth, the Bay area as a whole faces competition from other west coast ports where demographic and geographic advantages allow faster intermodal connections to important local and midwest markets. Finally, public subsidies available to the Ports of ~~Los Angeles~~ and Seattle have reduced costs at those ports and further eroded the market share of Bay Area ports.



Despite these disadvantages, the final chapter of San Francisco's cargo shipping operations has yet to be written. Recent cargo forecasts predict over a four-fold increase in containerized cargo heading to and from the Bay Area between 1990 and 2020. Until recently, San Francisco might have been well-positioned to receive a significant share of this growth because regional forecasts had predicted that as Oakland facilities filled to capacity, other nearby ports would have the opportunity to capture expected "overflows" in cargo volume. However, although the Port has reserved ample property in the southern waterfront to increase its cargo operations exponentially, the federal government's recent transfer of over 400 acres of the former Oakland Navy Supply Center to the Port of Oakland for expansion of cargo operations makes San Francisco's property far less valuable for maritime expansion. The closure of other Bay Area military bases could have further negative consequences for the Port of San Francisco, should additional waterfront property become available for cargo shipping operations.

An Evolving Waterfront, Mindful of its Past and Future

Improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate Port activities into their daily lives.



1920's welcome home parade

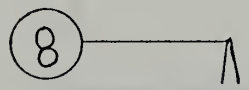
The evolution of the waterfront from its beginning to the present reflects San Francisco's colorful history. The waterfront should continue to serve as a repository for memories of past events, while also providing a stage for new experiences.

Recognizing that the waterfront will continue to evolve, a balance should be maintained between continued maritime activities, expanded public activities, protection of the waterfront's unique historic and architectural setting and resources, opportunities for nature and habitat protection and restoration, and financial responsibility. Conversion of existing waterfront infrastructure (e.g. the pierhead and bulkhead esplanade along the northeast waterfront) to new mixed use developments will be aided by, and should recognize, the value of the City's rich working-maritime historic context, and should ensure that significant pierhead buildings and other historic architecture of the waterfront, identified in the urban design guidelines called for in this Plan, are preserved in the development process, wherever feasible.

The Plan seeks to preserve past and allow for future waterfront memories by providing for or encouraging:

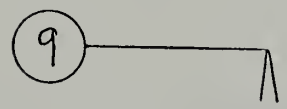
- Development of urban design guidelines which will include identification of significant historic resources that should be preserved.
- Restoration of the Ferry Building to its original grandeur, and creative reuse of other significant historic waterfront structures (identified in the urban design guidelines) to preserve the waterfront's historic fabric and context.
- New life for the City's historic fishing industry at Fisherman's Wharf.
- Continuation of the historic ship museum at the Hyde Street Pier, and additional historic ships interspersed along the waterfront.
- Adaptive reuse of historic and architecturally significant structures such as three Union Iron Works buildings at Pier 70.
- Private investment to create new public gathering places and business opportunities along the waterfront.
- ~~New and existing~~ wetlands ~~at China Basin per the Mission Bay Plan and~~ in the southern waterfront at Pier 98 and the northeast tip of Pier 94. (7)
- Interim uses to activate currently underutilized Port property which is reserved for long-term maritime expansion.

Maritime Uses



Maritime Uses consist of all "water-dependent" uses and all their related support and ancillary services and activities, including those summarized below. The Port properties that are in Existing Maritime or Transitional Maritime use, or available for Maritime Expansion are shown generally on Map A: Maritime Areas, and more specifically in the Acceptable Land Use Tables in Chapter 4. More detailed descriptions of the acceptable operations associated with each maritime activity are provided in Appendix A, Background Analysis for Water-Dependent Activities, and Appendix C, Glossary of Terms.

- **Cargo Shipping.** Including shipping terminals and berths, cargo warehouses, equipment storage and repair facilities and administrative functions, and employee support services (e.g. training facilities and parking).
- **Ship Repair.** Including drydock and berthing facilities, warehouses and workshop areas, administrative functions, and employee support services (e.g. training facilities and parking).
- **Fishing Industry.** Including commercial and sport fishing harbor and berthing areas and support services (e.g. fuel docks), fish handling, distribution and processing facilities, administrative and maintenance functions, and parking.
- **Recreational Boating and Water Use.** Including facilities for swimmers, kayakers, windsurfers and other water sport enthusiasts, as well as boating facilities such as marinas, visiting boat docks, swimming and boating clubs, boat rental facilities, boat trailers and launching facilities, repair and dry storage, visitor parking, restrooms and other public facilities.
- **Ferry and Excursion Boats and Water Taxis.** Including facilities for berthing and passenger services, storage, parking, administrative functions, layover berths and fueling stations.
- **Passenger Cruise Ships.** Including passenger terminal and berthing facilities, ship servicing area, storage and visitor parking.
- **Historic Ships.** Including berthing areas, museum/exhibit space, storage and workshop space and visitor parking.
- **Maritime Support Services.** Ancillary functions needed to support maritime activities including tug and tow operations, bar pilots, ship chandlers, maintenance, storage and warehouse facilities, Foreign Trade Zone, Port maintenance facilities, and associated parking.
- **Temporary and Ceremonial Berthing.** Including temporary berthing of historic, military or other visiting vessels.
- **Maritime Office.** Administrative functions for any maritime industry (e.g. import/export businesses, legal and professional services), or offices that provide services and supplies to maritime operations.



In general, the Port's industrial cargo shipping and ship repair operations are concentrated south of China Basin Channel from Pier 48 to Pier 96, although Piers 15-17, 19-23, and 27-29 in the northeast waterfront are still used for newsprint cargo shipping and cargo warehousing. Port property in the southern waterfront favors container shipping operations because of the availability of large tracts of land and maritime support services such as warehousing, transportation services, and freight rail access. This area also continues to be the most viable location for the ship repair industry, because there is adequate space to separate the industrial processes (and emissions associated with that work) from residential development.

In contrast, the majority of existing commercial and recreation oriented maritime uses, such as ferry and excursion boats, passenger cruise ships, historic ships, and recreational boating activities are located north of China Basin Channel. Two exceptions are the fishing industry, traditionally regarded as an industrial use, which continues to be centered in Fisherman's Wharf, and the public boat launch and recreational boating facilities located south of China Basin near Pier 52. Unlike the ship repair and cargo shipping industries, where access by the general public is restricted or prohibited, the commercial and recreation-oriented maritime uses rely on public access and visibility in order to thrive. These maritime operations therefore benefit from proximity to other people-attracting activities such as commercial and residential uses.

The Waterfront Land Use Plan also identifies "Transitional Maritime Areas" on Map A, with accompanying General Land Use Policies below. For a variety of reasons, the cargo shipping-related facilities at Piers 15-17, 19-23, and 27-29 in the northeast waterfront are not likely to continue in cargo use over the long-term. In the northeast waterfront, the transition of inland properties from industrial to residential and commercial uses, coupled with the transformation of The Embarcadero to an urban boulevard, have already hampered cargo shipping operations (particularly convenient truck access to the piers). In addition, dynamic shipping industry trends and restrictions on dredging favor consolidation and centralized cargo operations, which can best be accommodated in the Port's southern waterfront. Although consolidation in the southern waterfront would yield maximum operational efficiency for the cargo shipping industry, this shift could require an initial capital investment for which the Port currently does not have the financial resources. These financial considerations must be addressed before determining whether a Transitional Maritime Area is surplus to the needs of industrial maritime industries.

Although the Waterfront Land Use Plan supports continued cargo-related use of Transitional Maritime Areas for as long as such use is viable, these sites should be considered for mixed-use development if they become surplus to cargo needs. The conversion of these facilities to mixed-use developments will provide additional opportunities to expand commercial and recreation-oriented maritime activities in a setting that will enhance those maritime businesses. Moreover, the development of new commercial activities will provide a source of

16 Prohibit new private maritime-related clubs with exclusive memberships (i.e. members must be voted in). Allow other maritime-oriented clubs, that may charge membership fees, but encourage pay-as-you go use of facilities or other measures to allow occasional club use, to the maximum feasible extent.

17 Maximize efficient use of new and existing parking facilities in a manner that does not hamper maritime business operations.

Open Spaces and Public Access

The Waterfront Land Use Plan identifies existing and new Open Spaces and Public Access sites generally on Map B and more specifically in the Acceptable Land Use Tables in Chapter 4.

Historically, there were relatively few open space and public access improvements on Port property because of the maritime and industrial uses that dominated the waterfront. However, changing land use patterns over the last 20 years have created opportunities to transform significant stretches of the Port waterfront to open spaces and public access.

The Pier 7 fishing and open space pier at the foot of Broadway is the most recent (completed in 1990), and perhaps most successful, open space amenity constructed at the Port. This elegant pier extends 900 feet into the Bay, offering stunning views of the City and the water. It has received a number of awards for design excellence and has already become a well-known waterfront landmark. South of the Ferry Building, the Embarcadero promenade extends along the water's edge from the Agriculture Building to Pier 22½ near the Bay Bridge, providing a popular lunch retreat for downtown workers. Other public access improvements at Pier 39 in Fisherman's Wharf provide views of the marina and playful sea lions, and extensive landscaped gardens to delight the many visitors attracted to the area. In addition, volunteer citizen efforts currently underway along the south bank of Islais Creek will result in new landscaping and public access improvements that are compatible with ongoing maritime and industrial operations in the area.

Unfortunately, not all of the open spaces at the Port have been improved to their full potential, and many do not provide maximum public benefits. The Ferry Plaza on the bayside of the Ferry Building, and Warm Water Cove and Pier 98 in the southern waterfront, are examples of these underutilized resources. Other Port sites have been proposed or approved for major open spaces, but have not yet been developed. These include Rincon Point and South Beach Parks included in the *Rincon Point-South Beach Redevelopment Plan*, and the 11 acre wetlands and other waterfront open spaces approved as part of the *Mission Bay Plan.*

General Land Use Policies for Open Spaces and Public Access

The General Land Use Policies listed below apply to Existing and New Open Spaces and Public Access, as indicated. In addition, more detailed development standards are identified for specific sites in Chapter 4.

General Policies for Existing and New Open Spaces and Public Access

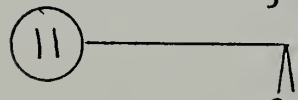
1 Ensure a diversity of Open Spaces and Public Access, which may be achieved in different ways depending on location: places that provide access to the water; quiet, contemplative places for passive enjoyment; active places for civic gatherings and other urban events that draw large crowds; places for biking and foot race events; places that restore the environment and support wildlife habitats; places to learn about waterfront activities and the Bay environment; and places that appeal to children and seniors.

2 Provide public facilities (e.g. restrooms, public phones, drinking fountains, information kiosks) in Open Spaces and Public Access areas wherever desirable and feasible.

3 North of China Basin, route pedestrian paths and circulation in Open Spaces and Public Access areas to create a "PortWalk" that maximizes connections with the Bay, the pedestrian promenade along The Embarcadero, and the regional Bay Trail.

4 Provide public access around the perimeter of piers, wherever safe and feasible.

5 Continue to pursue government and private funding and other financing strategies to cover capital and maintenance costs and to improve the appearance of Existing and New Open Spaces and Public Access.



General Policies for New Open Spaces and Public Access

6 Develop urban design guidelines for the waterfront to facilitate integration of New Open Spaces and Public Access with the design and function of other waterfront activities.

7 Encourage and support volunteer citizen efforts to create public access improvements by assisting with grant and funding acquisition, and facilitating the permit review process.

8 Whenever possible, link the development of New Open Spaces and Public Access to the development of new commercial activities that would help activate the public areas as well as provide sources of development and maintenance financing.

9 Where space permits, allow accessory commercial activities (e.g. food and beverage stands or carts, bike or skate rentals) to provide services to open space visitors.

10 Protect open spaces from shadow and wind impacts from adjacent development, according to applicable law.

Commercial Uses

Commercial Uses consist of the uses listed below, which have been designated as land use options on one or more of the Waterfront Mixed Use Opportunity Areas or Existing (Long-term) Residential or Commercial Use Areas shown generally on Map C and, more specifically, on sites indicated in the Acceptable Land Use Tables in Chapter 4. Commercial Uses are divided into two groups which are described below: those permitted on piers and those permitted on seawall lots. (Further descriptions are provided in Appendix C, Glossary of Terms.)

12

Commercial Uses on Piers

- Artist/Designers Studios and Galleries - Includes craft studios and galleries
- Assembly and Entertainment - Includes conference facilities, theaters (cinemas and live performances), night clubs and nighttime entertainment venues, amusement parks, exhibition halls, public markets, children's entertainment
- Recreational Enterprise - Includes facilities offering recreational and athletic fitness services
- Museums
- Parking (accessory to acceptable uses only)
- Retail - Includes retail goods and services, eating and drinking establishments, and public markets
- Visitor Services
- Warehousing/Storage (excludes mini-storage on piers or within 100 feet of the shoreline)
- Wholesale Trade/Promotion Center - Includes wholesale trade promotion for a type of product, for example, California products (e.g. gourmet foods, wine, seafood, or other agricultural products), with related exhibit and conference facilities and import/export services.
- General Office (in buildings that are listed in the National Register of Historic Places, and pierhead and bulkhead buildings)

Commercial Uses on Seawall Lots

- Commercial Uses on Piers, as described above
- Hotel
- General Office (Pursuant to the *Burton Act*, seawall lots developed with General Offices must be declared surplus to maritime needs.)
- Parking (general parking facilities and parking accessory to acceptable uses)
- Warehousing/Storage (includes mini-storage warehouses on seawall lots)

General Land Use Policies for Commercial Uses

The following General Land Use Policies apply to Existing and New Commercial Uses, as indicated. In addition, more detailed development standards are identified for specific sites in Chapter 4.

General Policies for Existing Commercial Uses

1 Seek to improve public access and make the shoreline more attractive when renegotiating leases or issuing permits for Existing Commercial Uses, especially in areas such as Fisherman's Wharf where there are few locations available for new open spaces and public access.

2 Ensure that the Port is receiving fair market rents for its facilities wherever possible.

3 Seek new commercial tenants who will generate sufficient revenue to finance maritime, open space and public access improvements included in the projects, and yield ground lease payments to the Port to meet other capital and operational costs.

4 For Port seawall lots located along The Embarcadero between Powell and Vallejo Streets which are developed with Existing Commercial Uses, provide opportunities for conversion to other uses, when desirable to increase the revenue-generating potential and/or complement uses developed on adjacent Port sites. Any new uses should be sensitive to the character and scale of development in adjacent non-Port areas.

General Policies for New Commercial Uses

5 Wherever possible, seek New Commercial Uses on seawall lots, piers, or waterside properties which generate sufficient revenue to finance maritime, open space and public access improvements included in the projects, and yield fair market return to the Port to meet other capital and operational costs.

6 Encourage New Commercial Uses on piers or waterside properties, preferably as part of mixed-use developments, which include maritime activities and public access or open space amenities, primarily located in areas north of China Basin.

7 Permit the mix of uses to be distributed among adjacent piers and seawall lots which together would complement neighboring developments and thus unite the waterfront with the rest of the City.

8 Respond to the needs and interests of the widest feasible range of user groups in new mixed-use developments (including seniors, children, San Francisco's diverse cultural community, disabled persons and other groups with special needs).

14 Promote architectural excellence in the design of New Commercial Uses in a manner which is sensitive and compatible with the existing building scale and architectural and historic character of surrounding development.

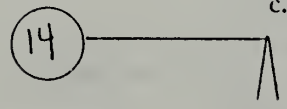
15 As a general rule, maintain a low scale of development on piers to minimize impacts on views, consistent with existing waterfront height limits.

16 Promote the use of public transit as a primary mode of transportation and maximize the efficient use of new and existing parking facilities, particularly for new development north of China Basin, by implementing any of the following, (where applicable):

a. Establish shared parking among Port-operated parking facilities, and with non-Port parking operations in adjacent areas, which are conveniently located to serve daytime, evening and weekend activities at the Port.
b. Where sufficient nearby parking is not available, provide shuttle service between new development and parking facilities.
c. Limit the amount of available long-term (all day) parking.
d. Promote ride sharing and the use of public transit through the sale of transit passes, provision of van pool/car pool parking spaces, and joint promotional campaigns with transit providers.
e. Provide parking information and signage systems to direct visitors to nearby underutilized parking locations.

17 If there is no alternative seawall location, permit limited accessory parking on piers if the parking:

a. Is enclosed or otherwise screened from view.
b. Does not interfere with public access areas.
c. Does not generate significant traffic congestion on The Embarcadero.



Other Uses

The Draft Waterfront Land Use Plan also provides opportunities for activities other than Maritime Uses, Open Spaces and Public Access, and Commercial and Residential Uses. Development opportunities for Power Plants and Sports Facilities are limited to one area each. In lieu of General Land Use Policies provided in this Chapter, site-specific development standards for these uses are presented in Chapter 4. (For Power Plants, including cogeneration facilities, see Chapter 4, The Southern Waterfront; for Sports Facilities see Chapter 4, The South Beach/China Basin Waterfront). General Land Use Policies for Academic Institutions, Transportation Services, and Community Facilities are provided below, with further site-specific development standards presented in Chapter 4. All of the "Other Uses" are defined in Appendix C, Glossary of Terms.

General Land Use Policies for Academic Institutions

1 Prior to development, prepare a campus plan which addresses the following:
   a. Provision of public access improvements.
   b. Transportation plans which promote public transit use and include a parking mitigation program, if applicable.

2 To the maximum extent feasible, provide short courses and workshops (for example, on a pay-as-you-go basis) which provide varied educational opportunities to the general public.

15

General Land Use Policies for Transportation Services

1 In major developments, encourage ticket sales for all local and regional modes of transportation service to and within San Francisco.

2 Plan vehicle staging areas which minimize congestion on nearby streets.

3 Provide attractively designed and inviting passenger waiting and service areas to encourage use of transportation services, whenever feasible.

16

General Land Use Policies for Community Facilities

1 Allow public safety and other community service facilities on sites which are strategically located to provide service to the Port or the City.

2 Where rational and feasible, combine community services (e.g. community meeting rooms, post offices) with other uses which activate the waterfront.

3 Maintain the Port Executive Director's authority to direct the utilization of Port facilities for medical airlift and other emergency services.

16

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Interim Uses

The Port's ongoing management responsibilities, in combination with the following facts, require the development of a clear policy to guide the interim use of Port property:

- The Port's weak financial condition has precluded the Port from making long-term improvements to its deteriorating properties.
- For the foreseeable future, lingering effects of the 1989-1994 recession in the Bay Area real estate market, in addition to the complexities of major new waterfront development projects, will continue to deter private investment which would result in long-term improvements or increased cash flow to the Port.
- Absent significant new revenue sources, the Port must maximize the productivity of its existing facilities in order to generate the revenues necessary to fund its ongoing operations and legally mandated activities, and to build cash reserves for future capital investments.
- The revitalization of Port property can begin sooner if new businesses, programs and activities are initiated, even on an interim basis, to bring more workers, residents and visitors to the waterfront.
- If, after the Port Commission and other City agencies approve the Waterfront Land Use Plan, changes to BCDC regulations or State legislation are required before proposed long-term uses could be developed, interim uses would ensure the economic use of Port property pending these changes.

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Currently, there is no clear, consistent regulation of interim uses on Port property. This is a concern particularly for many non-maritime activities, which are subject to review by the City Planning Commission, BCDC and the State Lands Commission, in addition to the Port Commission. There is no clear regulatory distinction between short-term and long-term leases. Therefore prospective tenants who would like to rent existing space for a 10 year period, for example, are subject to most of the same time-consuming and expensive application, government review procedures and exactions as a developer who would like to pursue a new major development project which will have a 50 year life.

Existing guidelines for interim uses also vary according to location. In the southern waterfront, BCDC generally limits interim uses to five years or less as part of the BCDC/Metropolitan Transportation Commission (MTC) *San Francisco Bay Area Seaport Plan,* which protects potential marine terminal expansion areas. (Given the excess capacity at the Port's existing terminals, and the enormous supply of waterfront property which will be available upon closure of military bases, BCDC will likely revise these current *Seaport Plan* interim use policies.) The few existing regulations which address interim uses on the remainder of the Port's property primarily address the problem of non-conforming uses, which are generally discouraged. These regulations do not make allowances for interim uses which should be encouraged for limited terms.

Protect and enhance the historic maritime character of the area.

New development in the Northeast Waterfront should be sensitive to the rich maritime history that is preserved in the Northeast Waterfront Historic District, the ribbon of pierhead and bulkhead buildings along The Embarcadero, and the remaining maritime activities on many of the piers. This should be accomplished by integrating maritime activities with commercial recreation activities on surplus piers, and requiring building and site designs which balance the need for new activities with the area's historic maritime character. Fortunately, many of the architecturally rich brick and concrete structures originally built for maritime and industrial operations have been renovated for modern office and retail uses, thereby preserving the character of the Historic District while establishing a strong economic base. Five Port seawall lots are included in the Historic District, four of which are undeveloped. Development of any one of these parcels must therefore include a design which reinforces and enhances the unique character and history embodied in the Historic District.

New development should highlight the location of the area as a gateway to the North Beach and Chinatown neighborhoods to the west, and Fisherman's Wharf to the north.

The Northeast Waterfront is located at the crossroads between the City's downtown district, North Beach and Chinatown neighborhoods, and Fisherman's Wharf. These areas rely heavily on The Embarcadero as a main point of access by visitors and residents alike, particularly since the demolition of the Embarcadero Freeway. New development along The Embarcadero, particularly near Broadway and Bay Streets, should be designed to provide an orientation point for entrance into these nearby districts.

Provide new public access amenities which highlight newly created points of interest.

In spite of a shortage of waterside public amenities in the area, The Embarcadero is a magnet for bicyclists, skaters, walkers and joggers. While the Waterfront Transportation Projects will provide major aesthetic, transit and pedestrian improvements along The Embarcadero, there is a need to expand public access onto the piers themselves, including places for people to relax and enjoy the views, and experience the water's edge.

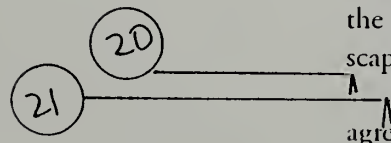
Where feasible, the PortWalk should link the pier perimeters, offering pedestrians the pleasure of strolling leisurely from one activity to another, and connecting with the Waterfront Transportation Projects pedestrian improvements and the Pier 7 public access pier. The PortWalk would provide a new way for the public to enjoy the sights and sounds of the waterfront while allowing, but not requiring, interaction with the various entertainment and other activities which would be offered along the way.

Promote activities and public access to make the waterfront inviting and safe, and improve the living environment of the new and emerging Rincon Hill, South Beach and Mission Bay neighborhoods.

Although the piers have changed little, the adjacent uplands (including two Port sites) are being dramatically transformed. Most visible is the development of the South Beach neighborhood by the San Francisco Redevelopment Agency. This redevelopment effort, which is nearing completion, will ultimately include 2500 residential units, with retail and commercial services, and 12 acres of open space in addition to South Beach Harbor. Three Port parcels included in this project area have been developed for affordable housing: Delancey Street developed a rehabilitation center on Seawall Lots 331 and 332, and Bridge Housing developed low and moderate income housing units (Steam Boat Point Apartments) on Seawall Lot 333.

In 1984, the Redevelopment Agency entered into a master lease with the Port of San Francisco to incorporate these Port seawall lots and Piers 40, 42, 44 and 46A into the redevelopment project. In addition, the Redevelopment Agency has an option to lease Seawall Lot 335 and part of Seawall Lot 336 to develop South Beach Park. Upon completion of these projects, the improved properties will revert back to Port control.

The redevelopment of South Beach has spurred additional residential and commercial development on privately owned parcels in the Rincon Hill area to the north. The renovated Hills Plaza office and residential complex and Portside condominiums are the newest improvements, both of which offer breathtaking views of the Bay and the Bay Bridge. The Portside developer also leases Seawall Lot 329, adjacent to the project, which will be landscaped and improved for outdoor cafe seating and a publicly-accessible open space.



The other major land use change adjacent to the Port is the proposed development of Mission Bay. Under an agreement between the City, the Port and Catellus Development Corporation, this 300+ acre site will be converted over 25 years to a new mixed-use waterfront neighborhood. The plans entail 8,500 residential units, retail and light industrial activities, a hotel and 67 acres of open space located south of China Basin Channel. Approximately 4 million square feet of new office space will be concentrated north of China Basin Channel, next to the existing China Basin office complex. Approximately 30 acres of Mission Bay's shoreline parks and open space will be located on Port property.

With the introduction of a significant new residential population in the South Beach/China Basin area, public attention is now focused on improving the piers and shoreline. Residents and employees in the area should be able to enjoy the benefits of living and working along the waterfront in an environment that is safe and inviting. The deteriorated condition of the piers and general lack of waterfront activity do not foster that feeling of security and, in fact, tend to create a physical and aesthetic barrier to public enjoyment. As piers are upgraded, new activities and accompanying public access improvements should welcome people to the waterside, and complement the developments occurring inland.

Development Standards (cont.)

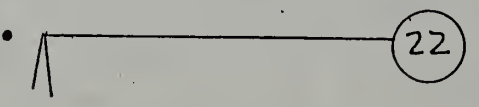
Mission Bay Waterfront (Pier 52 to Mariposa Street, except Pier 54)

- Repair the public boat launch near Pier 52 and return it to full service as soon as possible.
- Provide shoreline improvements, where feasible, to support expanded recreational boating and water activities between Pier 50 and the San Francisco Boatworks near Mariposa Street, including the possible reuse of Pier 52 (adjacent to the public boat launch) for a new small boat hoist, temporary storage, or other support services for the recreational boating community.
- Permit ancillary services and activities such as boat clubs, a bait shop, and convenience retail and food services, to enhance the use of the area by water sport and other recreation enthusiasts and the future Mission Bay population, and to generate enough revenue to maintain the boat launch and public access improvements.
- Accommodate expanded boat trailer parking areas in the design of the Mission Bay waterfront open space on the west side of Terry Francois Boulevard.
- Permit existing small restaurants and office buildings to remain in operation because they provide services to employees and visitors and increase security in the area.
- Maintain and expand small boat repair operations and services such as dry storage and boating supplies to the extent possible.
- Remove Pier 64. Consider applying any fill credits that may arise from this removal to new development projects in the area.

Development Standards for Other Existing or New Open Spaces and Public Access

Mission Bay

- Address the parking needs of recreational boaters in the design of the Mission Bay open space near the Pier 52 public boat launch.



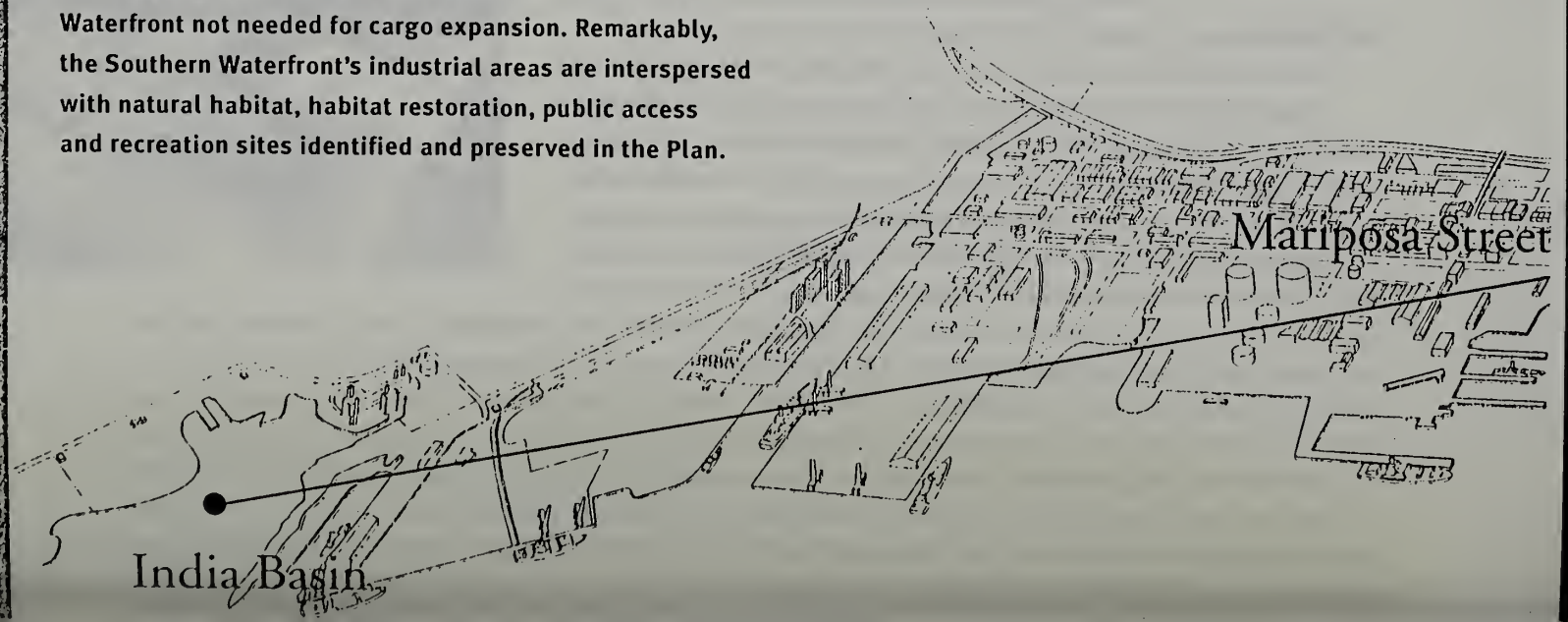
Agua Vista Park

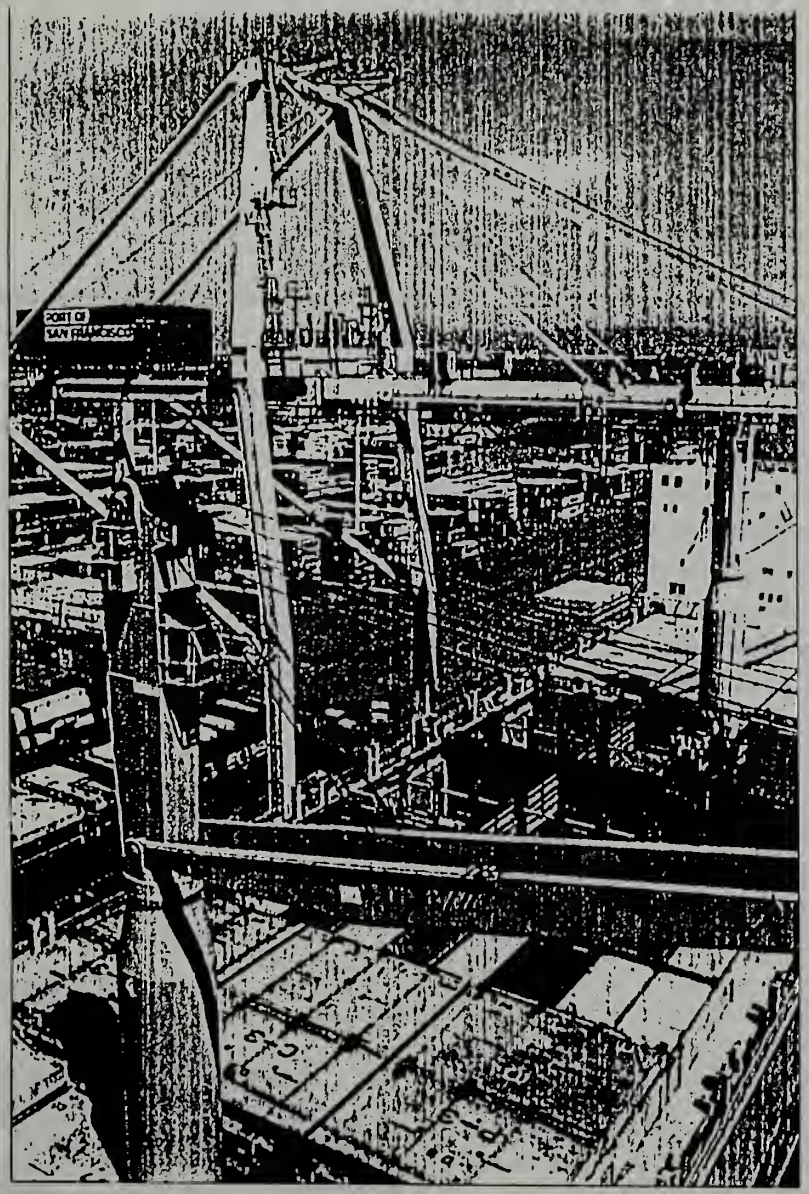
- Encourage improvements to enhance the passive recreational features of this park.

The Southern Waterfront

The Southern Waterfront, which extends generally from Mariposa Street to India Basin, will remain home to most of the Port's cargo and ship repair operations.

The Draft Plan promotes expansion of cargo and maritime support uses on 206 acres in the Southern Waterfront that are already developed, but greatly underutilized, for such uses. In addition, the Plan reserves 97 new acres in the Southern Waterfront for further long-term maritime expansion. At the same time, the Draft Plan also acknowledges geographic and demographic constraints which make San Francisco's facilities less attractive to many shippers than those at the Port of Oakland and other west coast ports. Because these constraints make the time frame for expansion of cargo operations uncertain, interim uses are allowed to generate revenues urgently needed to subsidize Port operations until the sites are needed for expansion of cargo operations. Also, revenues can be generated on three sites in the Southern Waterfront not needed for cargo expansion. Remarkably, the Southern Waterfront's industrial areas are interspersed with natural habitat, habitat restoration, public access and recreation sites identified and preserved in the Plan.





Cargo operations in the Southern Waterfront

Objectives for the Southern Waterfront

Maximize the utilization of existing cargo terminal facilities.

The Port has two modern, deep-water cargo terminals located at Piers 80 and 94/96, and is the only Northern California port with on-dock rail facilities for intermodal cargo. Both terminals primarily handle container cargo, but have the capability for break-bulk, roll-on-roll-off, container freight station (stuffing and unstuffing of containers) and transloading (transfer of cargo from one mode to another, e.g. from ship to rail) operations. The Port ~~recently~~ invested approximately $7 million in yard improvements at Pier 80 to increase yard capacity and throughput, including underground utilities, refrigerated cargo spaces and improved storage areas to accommodate transtainers. ~~Recent~~ improvements to the South Terminal (Piers 94/96) include a new entrance gate to expedite the documentation of cargo receipt and delivery, and a 17-foot extension to each of the two container cargo cranes to accommodate larger ships.

Despite these improvements, the Port's container terminal facilities currently operate at a fraction of their capacity (See Chapter 1 and Appendix A). While many of the factors leading to this decline are beyond the control of the Port, creative marketing will help to increase the utilization of existing cargo facilities. The Port therefore is pursuing new market strategies for shipping businesses that can best utilize San Francisco's unique facilities. For example, the Port recently has made inroads in the "project cargo" market which involves the lucrative, albeit cyclical, shipping of major equipment for construction projects throughout the world.

The Port can also offer long-term preferential assignments of its container terminals to selected ocean carriers. Historically, no one carrier has controlled either of the Port's two container terminals. Rather, stevedore companies have competed for the right to operate the terminals as public facilities for a combination of ocean carriers. The dedicated terminal strategy offers a better quality of operation to shipping lines. In addition, marketing will be directed toward smaller shipping lines which serve the regional market and do not necessarily carry ship-to-rail intermodal cargo. San Francisco can offer high quality service to smaller carriers which transport cargo by truck and which often are displaced from larger, more congested terminals which cater to ship-to-rail intermodal shipping lines (such as Oakland and Los Angeles).

Promote non-maritime activities in and around three historic Union Iron Works buildings to facilitate the revitalization of an area that survives as an example of San Francisco's earliest maritime industry.

Located a few miles from the center of San Francisco, the area around Pier 70 was developed in the late 1800's for maritime and other industrial businesses, with nearby residences for working-class families. The Union Iron Works was established at Twentieth and Illinois in 1883 for the building of steel steamships and men-of-war.

Unfortunately, the total amount of ship repair opportunities has diminished greatly since the end of the Vietnam War (see Appendix A). As ship repair contracts have decreased, the number of piers dedicated to use as ship repair facilities also has decreased. San Francisco Drydock, which operates out of Pier 70 ~~and Service Engineering Company (SECO), which operates out of Pier 50, are~~ the only full service ship repair companies with year-round operations at the Port.

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San Francisco Drydock recently requested that the Port remove 18 acres, which are no longer needed for ship repair operations, from their lease agreements with the Port. The vacated area includes three turn-of-the-century Union Iron Works buildings along 20th Street (Port Building #101, 102, 104) which have outlived their maritime function and are slowly deteriorating. Especially noteworthy is the former Bethlehem Steel headquarters, a Beaux Arts style building at the corner of 20th and Illinois Street. The City's Landmarks Preservation Advisory Board has nominated these buildings as City landmarks. Renovation and incorporation of these three buildings in a mixed-use development, if consistent with the urban design guidelines called for in the Waterfront Plan, will preserve the industrial form of a by-gone era, while creating leasable space to meet current market opportunities.

A vision for Pier 70 Mixed Use Opportunity Area

A mixture of maritime and non-maritime land uses also is desirable to improve access to the Bay and attract people to this historic section of the City. Limited commercial uses (such as restaurants and retail establishments) would provide services for employees as well as attractions for the broader public and, at the same time, improve security in the area. Commercial uses in this heavily industrial part of the working waterfront should be designed to benefit the local maritime community as well as the general public. Of paramount importance, however, is the compatibility of any improvements with the ongoing ship repair operations.

Legislative Process for Plan Implementation

The people of San Francisco took the first step in the legislative process by enacting Proposition H, calling for the Port to prepare "a Waterfront Land Use Plan which is consistent with the terms of this initiative for waterfront lands." Waterfront lands were defined to include Port-owned piers and most of the Port-owned property within a 100 foot band along the shoreline from Hyde Street Pier to India Basin. The Port expanded the planning area to encompass all Port owned property in order to ensure a comprehensive program for the use and development of the City's waterfront.

Although the Draft Waterfront Land Use Plan has been prepared to meet the requirements of Proposition H, the Plan's policies and objectives and site-specific land use designations must also be embodied in the regulatory framework which now governs waterfront land use. The collective effect of existing state, regional and local waterfront land use regulations, as illustrated in "Land Uses Permitted Under Existing Waterfront Regulations", is to limit the variety of economically feasible development opportunities on Port property, and encourage proposals for large scale specialty retail centers. Regulatory constraints therefore undermine the Port's ability to seek the diversity of activities the public has requested during the waterfront planning process.

The principal plans and regulations for which amendments will be proposed and considered include the:

1. *Master Plan* of the City and County of San Francisco;
2. San Francisco City Planning Code; and
3. Bay Conservation and Development Commission's (a) *Bay Plan*; (b) *Special Area Plan*; (c) *Total Design Plan*; (d) *Seaport Plan*; and (e) Regulations.

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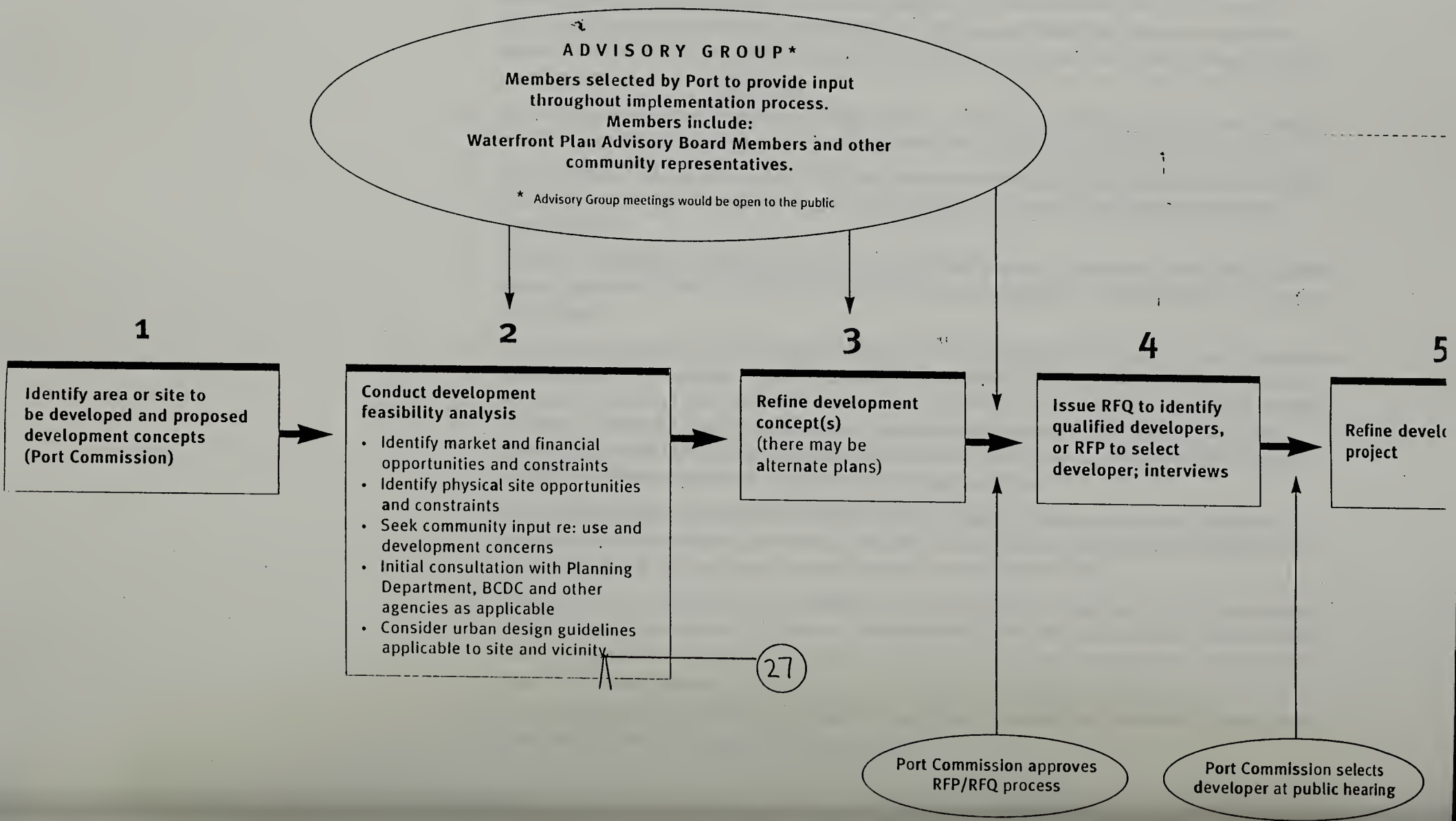
In addition, State legislation may be required to clarify BCDC's authority to permit some of the land uses identified in the Draft Plan, such as maritime office uses on piers, and to ratify Port action related to any public trust lands proposed for non-trust related uses.

The precise form of the proposed amendments will be determined over the next year while the Environmental Impact Report is being prepared. Port staff has been conferring with City Planning Department staff to decide whether to follow the form of the current *Master Plan* which divides the waterfront into three separate geographic area plans (*Northeast Waterfront Plan, Central Waterfront Plan, South Bayshore Plan*), or whether a new consolidated waterfront plan element should be substituted. Similarly, the Port and BCDC staff will work together to establish an appropriate format for necessary amendments.

/aterfront Plan Implementation Process


ADVISORY GROUP*
Members selected by Port to provide input throughout implementation process.
Members include:
Waterfront Plan Advisory Board Members and other community representatives.
* Advisory Group meetings would be open to the public
1
Identify area or site to be developed and proposed development concepts (Port Commission)
2
Conduct development feasibility analysis
• Identify market and financial opportunities and constraints
• Identify physical site opportunities and constraints
• Seek community input re: use and development concerns
• Initial consultation with Planning Department, BCDC and other agencies as applicable
• Consider urban design guidelines applicable to site and vicinity
3
Refine development concept(s) (there may be alternate plans)
4
Issue RFQ to identify qualified developers, or RFP to select developer; interviews
5
Refine develc project
Port Commission approves RFP/RFQ process
Port Commission selects developer at public hearing

2 The Port should select community representatives and other qualified individuals to serve as part of the advisory group, as appropriate for the site and project concept under consideration. The size of the group should reflect the importance or complexity of the project. Waterfront Plan Advisory Board members should be included, where appropriate, to offer their expertise and provide continuity in the planning process.

3 Urban design policies and design guidelines should be considered in identifying development concepts and should be reflected in the specifications included in the request for proposals.

4 Port staff should take an active role in soliciting thorough review by the Planning Department, BCDC, and other agency staffs, as appropriate, when the feasibility of potential development concepts is being analyzed.

5 The Port Commission should provide an open forum for discussion of important issues related to development concepts for major projects as part of the public hearings held to consider approvals of requests for proposals.

6 Requests for proposals should be broadly distributed, and an effort should be made to extend development opportunities to all segments of San Francisco's diverse cultural and ethnic communities. Consistent with federal, state and local laws, the Port should provide affirmative action to minorities and women for leases, concessions, contracts, subcontracts, and other business and employment opportunities. Specific steps should be identified to further this objective. In addition, a policy should be adopted whereby San Francisco residents are given priority hiring preference.

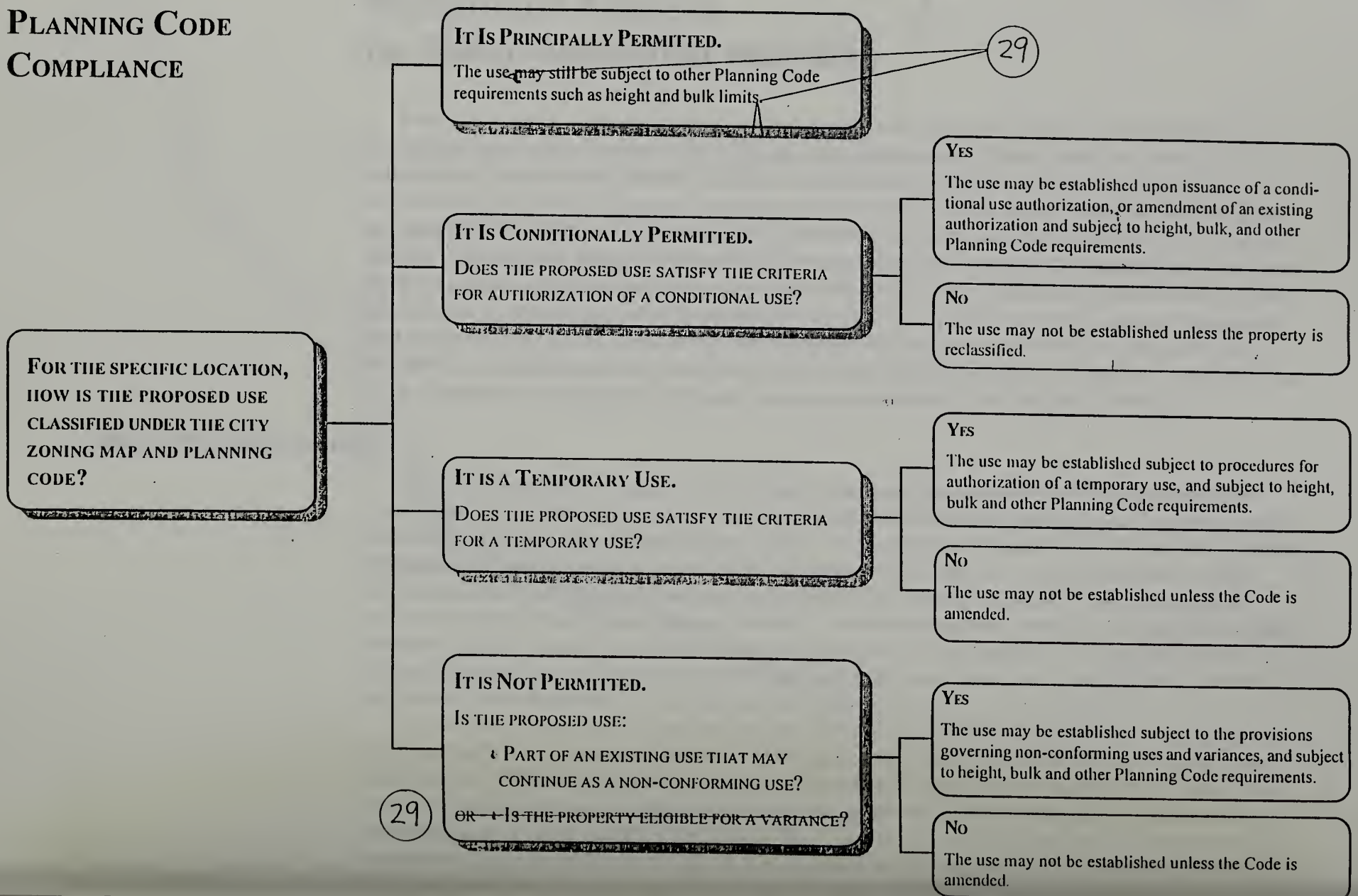
7 Once the Port Commission selects a developer (and, for larger projects, enters into an agreement to negotiate exclusively with that developer), Port staff should coordinate inter-agency involvement in the process of refining the development project program and conceptual design.

8 A design review process should be established that avoids reliance on sequential review by each agency with jurisdiction over the site, in order to 1) minimize delay and unnecessary expenses, and 2) ensure that the concerns of the respective agencies are resolved in a satisfactory manner at the earliest possible stage of the design process.

9 A joint application for project review should be considered to simplify and unify the regulatory procedures, and expedite the approval of worthy projects.

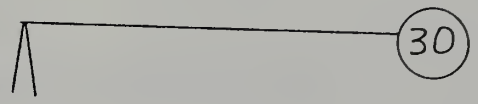
FIGURE B

PLANNING CODE COMPLIANCE


FOR THE SPECIFIC LOCATION, HOW IS THE PROPOSED USE CLASSIFIED UNDER THE CITY ZONING MAP AND PLANNING CODE?
IT IS PRINCIPALLY PERMITTED.
The use may still be subject to other Planning Code requirements such as height and bulk limits.
29
IT IS CONDITIONALLY PERMITTED.
DOES THE PROPOSED USE SATISFY THE CRITERIA FOR AUTHORIZATION OF A CONDITIONAL USE?
YES
The use may be established upon issuance of a conditional use authorization, or amendment of an existing authorization and subject to height, bulk, and other Planning Code requirements.
NO
The use may not be established unless the property is reclassified.
IT IS A TEMPORARY USE.
DOES THE PROPOSED USE SATISFY THE CRITERIA FOR A TEMPORARY USE?
YES
The use may be established subject to procedures for authorization of a temporary use, and subject to height, bulk and other Planning Code requirements.
NO
The use may not be established unless the Code is amended.
IT IS NOT PERMITTED.
IS THE PROPOSED USE:
• PART OF AN EXISTING USE THAT MAY CONTINUE AS A NON-CONFORMING USE?
OR • IS THE PROPERTY ELIGIBLE FOR A VARIANCE?
29
YES
The use may be established subject to the provisions governing non-conforming uses and variances, and subject to height, bulk and other Planning Code requirements.
NO
The use may not be established unless the Code is amended.

Appendix A

Background Analysis for Water-Dependent Activities



A key priority of the waterfront planning process was to ensure that ample property was reserved for the existing and future land use needs of the Port's water-dependent activities. Water-dependent activities—those which require access to water in order to function—include cargo shipping, ship repair, passenger cruise, excursion boats and ferries, recreational boating and water activities, historic ships, fishing, and temporary and ceremonial berthing. The land use needs of these industries were determined following intensive, industry-by-industry evaluations and public workshops which were completed in October 1992. Approximately two-thirds of the Port's properties were then reserved to meet the future needs of water-dependent activities. Below are brief summaries of those industries, taken from more detailed profiles prepared by Port staff, and from statements of facts and issues based on the profile reports and workshops with industry representatives. These additional documents are available from the Port of San Francisco upon request. Following the summaries of the industries is a brief summary of dredging and its impacts on maritime operations at the Port of San Francisco.

Cargo Shipping Industry

The "containerization" of cargo, whereby freight is pre-loaded into standard size boxes (as compared to "break-bulk" cargo which is freight that is made up of similar sized pieces loaded loosely or on palettes), began a revolution in shipping that has had dramatic impacts on most older waterfront cities, including San Francisco. Deregulation of transportation industries in the U.S. then paved the way for water, rail and motor carriers to work together in creating total transportation packages. The container provided an easily exchangeable conveyance between the different transport modes. As a result of deregulation and containerization, intermodal movement of international shipments has flourished during the last two decades. In San Francisco, these historical trends led to the shift away from the break-bulk facilities on finger piers in the northern waterfront to the modern container facilities in the southern waterfront.

In the future, containerized cargos are projected to further dominate San Francisco Bay Area maritime trade. The draft traffic forecast for the 1996 Seaport Plan update predicts over a four-fold increase in containerized cargo between 1990 and 2020, which accounts for approximately 80% of the total growth in dry cargo. At the same time, break-bulk cargo is projected to have little or no growth. These forecasts assume that the Bay Area will continue to compete successfully with other West Coast ports, especially Long Beach and Los Angeles. This assumption may prove optimistic in light of massive capital projects now underway in Southern California which

ATTACHMENT B.1
PAGES CONTAINING PROPOSED ADDITIONS
TO THE MAY 7, 1997 DRAFT
June18, 1997

PORT OF SAN FRANCISCO

WATERFRONT DESIGN & ACCESS

AN ELEMENT OF THE WATERFRONT LAND USE PLAN

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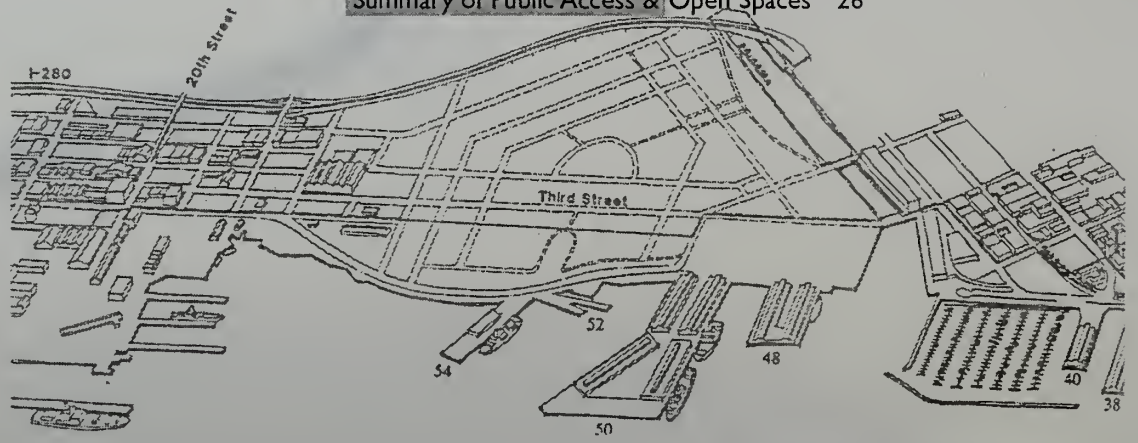

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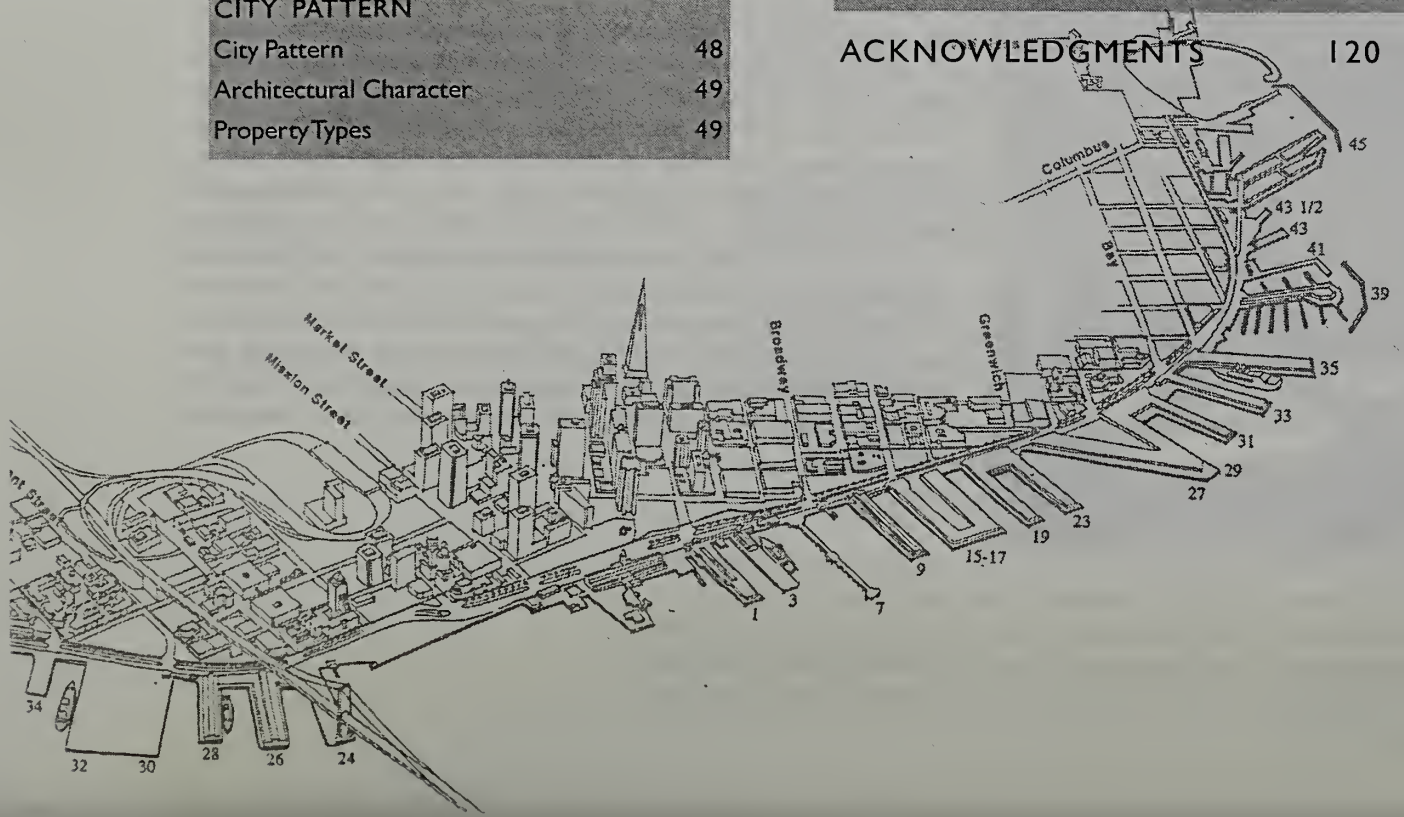

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Introduction

The Waterfront Design & Access Element

This Waterfront Design & Access Element (the "Design & Access Element") is a component of the Port of San Francisco Waterfront Land Use Plan ("Waterfront Plan"). As such, it is intended to guide the physical form of the waterfront revitalization envisioned in the Waterfront Plan. The Design & Access Element provides policy for the preservation and development of public access and open space, views, and historic resources, as well as architectural design criteria that will be applied to new development.

The Waterfront Land Use Plan

The Waterfront Plan is the Port's comprehensive land use policy document governing all property under its jurisdiction, generally from Fisherman's Wharf to India Basin. It describes how and where existing and new land uses will be located along the waterfront over the next twenty years.

Fishing Boats in San Francisco Bay

Most of the Port's property consists of former tidelands which are held in "public trust" for all the people of California. As trustee of the property since 1969, the Port is required to promote maritime commerce, navigation and fisheries, as well as to protect natural resources and develop recreational facilities for public use. The Waterfront Plan therefore provides for the long-term land use needs of each of the Port's maritime activities - cargo shipping, ship repair, passenger cruises, fishing, ferries and excursions, recreational boating, etc. - by reserving approximately two-thirds of the Port's property for these uses. For properties not needed exclusively for water-dependent activities, the Waterfront Plan identifies other uses which provide public benefits and can thrive in a setting where maritime use, open space and public access also occur. In these locations, the Waterfront Plan strongly encourages new waterside commercial uses which bring day and nighttime activities to the waterfront, such as assembly and entertainment, retail, restaurants and museums.

The Waterfront Plan is the product of an intensive, five year public planning process conducted primarily by a 27 member Waterfront Plan Advisory Board. During the planning process, it became clear that one of the greatest public concerns about the Port's future is how the waterfront will interface with the City both visually and functionally. Thus the overarching vision of the Waterfront Plan is "the City reunited with its waterfront."

Four of the seven goals which guided development of the Waterfront Plan touch on how the design and access of new waterfront activities can help achieve this vision:

End of Pier 31 in the Northeast Waterfront

Urban Design Worthy of the Waterfront Setting:
The design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront's rich historic context and the character of neighboring development.

Access To and Along the Waterfront:
A network of parks, plazas, walkways, open spaces and integrated transportation improvements should improve access to, and enhance the enjoyment and appreciation of, the Bay environment.

An Evolving Waterfront, Mindful of its Past and Future:
Improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate Port activities into their daily lives.

A Diversity of Activities and People:
Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all San Franciscans and visitors to enjoy.

When the Port Commission endorsed the Draft Waterfront Plan in January 1995, it added a requirement that the Port develop design guidelines to address the public's overwhelming concern about how the revitalized Port will look and feel, and to ensure that waterfront redevelopment occurs in a manner sensitive to and compatible with the beauty of the San Francisco Bay. This requirement led to the development of this Design & Access Element.

Related Urban Design & Public Access Documents

- Port of San Francisco Waterfront Land Use Plan , April 1996
- San Francisco General Plan
- Waterfront Plan Workshop Reader, December 1994
- Fisherman's Wharf Urban Design Plan, Skidmore, Owings & Merrill, May 1989
- BCDC Bay Plan and Special Area Plan
- BCDC Total Design Plan for Piers 7 - 24, May 1986
- BCDC Public Access Design Guidelines, September 1985
- The Embarcadero Plan, SFAIA April 1986
- Waterfront Transportation Projects - Urban Design Review of Overall Project, Sasaki & Team, December 1991
- Signing Study for The Embarcadero Sasaki & Team, January 1995
- Waterfront Transportation Projects Urban Design — Design and Development guidelines, Bechtel, 1988
- Central Embarcadero Urban Design Strategy, ROMA, June 1993

Preparation of The Design & Access Element

The Design & Access Element was prepared by staff from the Port of San Francisco and the San Francisco Planning Department, based on the guidance of a nine member Technical Advisory Committee (TAC). The TAC was composed of representatives from agencies and organizations with particular concerns or mandates that relate to the waterfront environment, including the Waterfront Plan Advisory Board, the San Francisco Bay Conservation and Development Commission (BCDC), the San Francisco Planning and Urban Research Association, the San Francisco Planning Department, the American Institute of Architects, the American Society of Landscape Architects, the Save San Francisco Bay Association (Save the Bay), and individuals with specific experience in waterfront design and historic preservation. The TAC met regularly for over one year to direct, review and critique the Design & Access Element. Additional input and review by BCDC and Save the Bay focussed on public access and open space and resulted in special emphasis on these resources in this document.

Throughout the past 20 years, the San Francisco waterfront has been the subject of many different planning and design studies initiated primarily by the San Francisco Planning Department, BCDC, or in response to public or private development projects proposed on or near the waterfront. Over a dozen such studies identified common urban design or public access principles which today are embraced by the public and appointed decision-makers. Based on these common principles, the TAC used the following working goals which they applied and balanced as they developed their recommendations for goals, policies, and design criteria for design and access along the waterfront.

•City Connection
Create clear access and connections to the waterfront from adjoining neighborhoods.

•Views
Frame and create views from publicly accessible areas, including views of the Bay and across the water, of maritime activities, back to the City, and from City streets and hilltops.

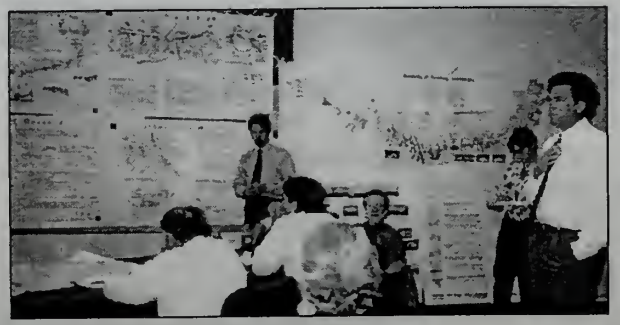
•Identity
Each waterfront planning area should have its own identity, yet be compatible with adjacent City neighborhoods.

•Maritime Character
Enhance the working waterfront character with development that is in context with maritime uses.

•Historic Resources
Recognize and preserve historic resources, while creating greater public access to the waterfront.

•Continuous Public Access
On piers within specified planning areas, provide a continuous flow of public access, including open spaces and pier edges, where compatible with maritime operations.

•Clear Destination
Public access on piers should lead to clearly defined destination points. Destination points may range from a simple widened public access point with a view, to a major commercial attraction.



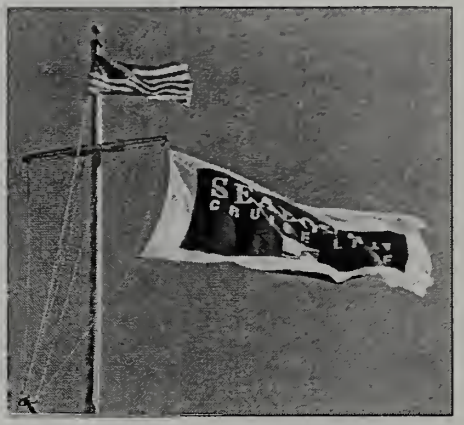
Urban Design Technical Advisory Committee

Who Will Use The Design & Access Element

The Design & Access Element will be used on a regular basis by agencies, organizations, and individuals interested in ensuring that good design and access remain a priority along the San Francisco waterfront.

The Port of San Francisco

Port staff and the Port Commission will review proposed waterfront improvements and leases to ensure that they are consistent with the Waterfront Plan and the Design & Access Element. The Element's policies ensure that those urban design features which make the San Francisco waterfront a unique and wonderful urban place - public access and open space, views, historic resources - will be protected and enhanced while the Port balances its public trust responsibilities and implements the Waterfront Plan. The Port will update the Waterfront Plan and, if necessary, the Design & Access Element, every five years to ensure that these documents provide current direction to decision-makers and the public.



Fishing boats along Jefferson Street in Fisherman's Wharf

Other Public Agencies

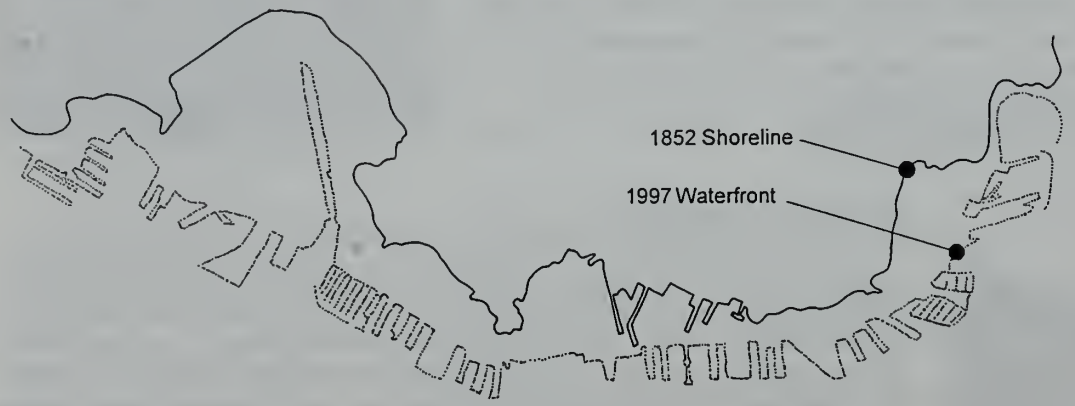
The San Francisco Planning Department and BCDC also have jurisdiction over many aspects of waterfront development. The Planning Department will work with the Port to ensure consistency between its planning documents (the San Francisco General Plan and Planning Code) and the Waterfront Plan and Design & Access Element. Likewise, BCDC will work with the Port to ensure consistency between its planning documents (the Bay Plan and Special Area Plan) and the Waterfront Plan and Design & Access Element. Amendments will be necessary to Port, Planning Department and/or BCDC documents to ensure such consistency. Upon achieving consistency with other agencies' documents, the Design & Access Element will be the set of design standards used by the Port, the Planning Commission and BCDC in a coordinated project review process to shape and evaluate new waterfront development projects.

The Public

The Waterfront Plan and Design & Access Element were developed with extensive public input and oversight to ensure that they represent a thoughtful public consensus about how waterfront revitalization should unfold. The public can therefore refer to these documents to ensure that public agencies with jurisdiction over various aspects of waterfront development are being responsive to public concerns and consensus as

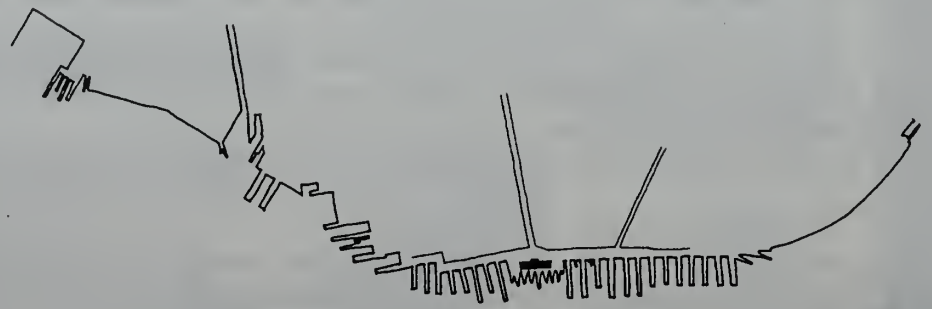
Evolution of San Francisco's Shoreline

The following figures illustrate how San Francisco's shoreline has evolved over the past 150 years. Starting in the 1850's, the waterfront edge and adjacent inland properties were shaped to accommodate maritime industry. As technological innovations transformed the shipping and transportation industries, the waterfront edge was altered accordingly. More recently, increased use of the shoreline and adjacent areas north of China Basin for residential and commercial uses and public recreation has led to additional changes in the shoreline. The waterfront will continue to accommodate maritime needs, provide opportunities for public recreation and enhancement of the Bay and provide new commercial recreation uses that draw people to the shore. These future physical changes will be guided by policies in this Design & Access Element which are based on an understanding of how the waterfront has evolved, why its form is unique to San Francisco, and how it can be enhanced.



1852 Shoreline

The San Francisco shoreline as it existed two years after California's official admission into the United States (solid line), compared to the 1997 shoreline (dotted line).



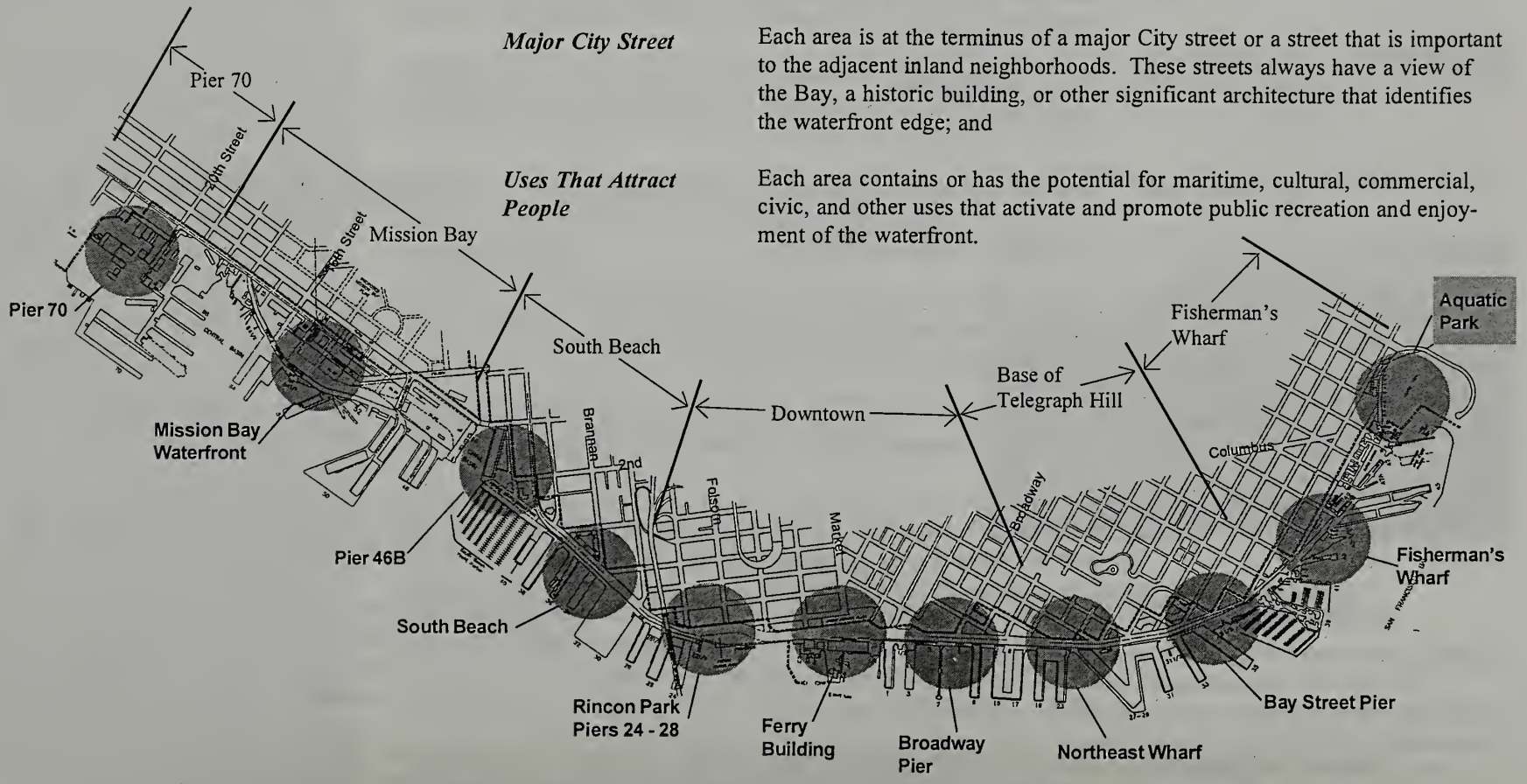
1908 Shoreline

Between 1852 and 1908, the Gold Rush and an explosion of shipping and trading activity led to Bay fill for a harbor and supporting warehouse district. An initial seawall was completed in the Northern Waterfront and a second, longer seawall was begun. By 1908, just two years after the Great Quake, twenty-eight piers were in operation.

City Connection Areas

The Waterfront Design & Access goals will have the greatest opportunity to be fully realized in the "City Connection Areas"--important places where the City and the waterfront converge and where reunification of the City and the waterfront is most likely to occur. Each of these areas possesses one or more of the following features:

Open Space	A significant existing or future public waterfront open space;
Unique Character	An architectural or maritime character of improvements that is unique to that area of the waterfront and adjacent neighborhood;
Major City Street	Each area is at the terminus of a major City street or a street that is important to the adjacent inland neighborhoods. These streets always have a view of the Bay, a historic building, or other significant architecture that identifies the waterfront edge; and
Uses That Attract People	Each area contains or has the potential for maritime, cultural, commercial, civic, and other uses that activate and promote public recreation and enjoyment of the waterfront.



The City Connection Areas are located at regular, five to ten minute walking intervals along the waterfront. Together, they establish a comprehensive network of individual places from Aquatic Park to Pier 70 where public access and open space, view and historic preservation objectives will be applied to new developments. Some of the areas are already well established such as Fisherman's Wharf. Others are identified in the Waterfront Plan as

	"Mixed Use Opportunity Areas" where the development of new open spaces and/or public access, maritime activities, and commercial uses is targeted. Port properties south of Pier 70 are largely developed or reserved for container terminals which preclude their redevelopment as City Connection Areas.
Aquatic Park/Hyde Street	This area includes swimming and rowing club docks on the east side of Aquatic Park, the San Francisco Maritime National Historical Park at the Hyde Street Pier, and the planned Hyde Street fishing harbor. In combination, these existing and future facilities will enhance the maritime, historic and recreational character of Fisherman's Wharf.
Fisherman's Wharf	The Wharf exhibits a unique mix of fishing and visitor-oriented uses, and an eclectic built form. Expanded fishing industry operations, harbor facilities, ferry operations, and public open space on Seawall Lots 300 and 301 will complement existing visitor attractions and draw City residents to the area.
Bay Street Pier	This area will provide an important connection to the City where Bay Street meets the historic bulkhead buildings along The Embarcadero. Piers 31-35 and Seawall Lot 314 form a development opportunity area which, together with East Wharf Park, will provide a gateway to Fisherman's Wharf from the Northeast Waterfront.
Northeast Wharf	A new waterfront open space will be located between Piers 15 and 29 if new development occurs on piers in this area. It will provide a connection to the waterfront and views of Treasure Island for residents, workers and visitors to the base of Telegraph Hill area.
Broadway Pier	Pier 9 is a prime maritime site and Seawall Lots 322-I, 323 and 324 are prime sites for infill development. New uses should take advantage of the major public access amenities at Pier 7 and provide a focal point for the area where Broadway meets The Embarcadero.
Ferry Building	The Ferry Building is the focal point of the area. This historic landmark building and its environs will be restored as a regional transportation hub with public and commercial uses, a grand boulevard and new public plaza.
Rincon Park & Piers	Rincon Park will provide a new downtown open space with spectacular Bay views. The Park will be enhanced by the removal of dilapidated Pier 24 and development of new maritime and commercial recreation uses on Piers 26 and 28. Pier development will include new public access with views of the Bay Bridge and the City skyline.
South Beach & Pier 46B	The South Beach area, which includes the site of the planned Giants ballpark at Pier 46B, has undergone a transition from industrial uses to mixed residential and commercial uses. Piers 34 and 36 will be removed to create "Brannan Street Wharf," a major public open space to serve local residents and businesses, and ballpark visitors. This open space will also serve future maritime and commercial recreation uses on adjacent Piers 30-32.
Mission Bay Waterfront	This area's unique character is derived from an active mix of maritime uses along the shoreline ranging from cargo operations to recreational boating. Waterfront public access improvements will include new waterfront walkways along Terry Francois Boulevard and China Basin Channel with maritime and City views.
Pier 70	This area is located in the heart of the City's industrial waterfront, adjacent to the Port's ship repair yard. It includes the historic Union Iron Works buildings (Buildings 101, 102, 104 and 113-114) which should be preserved and adaptively reused.

Policies for the Waterfront: Public Access & Open Space, Views, Historic Resources, City Pattern

Chapter Three

This chapter examines the four most important "waterfront design resources" which define the urban design character of the Port waterfront -- open space and public access, views, historic resources, and city pattern. These resources are evaluated in their existing condition, and policies and future actions are specified to:

- ***Preserve*** the existing resource;
- ***Enhance*** the resource where appropriate; and
- ***Create*** new resources where needed along the waterfront.

Applying these concepts requires an understanding of how the open space, views, historic resources, and city pattern work together to create the waterfront's unique character, and how preservation, enhancement, and creation of these resources fits into the Port's overall public trust responsibilities and economic capabilities.

To provide a baseline for analysis, inventories were prepared to record the types and location of existing open space and public access areas, views and vantage points, historic and non-historic buildings, and components of the City's pattern. Analysis of how people use and enjoy San Francisco's dynamic urban waterfront led to an understanding of the interdependence of views, open spaces, and historic resources with the Port's maritime, commercial and recreation activities. For example, dramatic views of the Bay or maritime activities are often framed by historic buildings that house commercial activities and restaurants and/or that are the major feature of an open space. An open space next to an historic or non-historic building often emphasizes the building's importance and increases its visibility, while activating the open space and making it safer. The interplay of rectangular finger piers and open water areas creates a city pattern that is unique to San Francisco.

Pier 29 Bulkhead

In order to enhance existing resources or provide well designed new resources, the Port will balance the opportunities and constraints of public access and open space, views and historic resource preservation with the Port's commercial and maritime activities. In some areas, the placement or protection of one type of resource can limit the opportunity for another resource. Between Piers 19 and 35, for example, the distance between waterfront views is greater than in other parts of the waterfront because many bulkhead buildings and piers remain in this area. While wholesale removal of bulkhead buildings and piers would open up views in this area, it would do so at the expense of erasing part of San Francisco's architectural heritage and splendor, and removing dynamic waterfront commercial and maritime activities. Views could, however, be created through openings in historic buildings and by selective removal of non-historic buildings.

Embarcadero Promenade between Piers 28 and 30-32

The architectural character of Port development will be directed to enhance San Francisco's unique city pattern. Development on piers and on the seawall will emphasize the edge where land and water meet. Development on the "inland" seawall lots will complement the character of adjacent city districts. By preserving, enhancing and creating a unique combination of waterfront resources and land uses, the Port will provide a balanced variety of waterfront experiences for San Franciscans and visitors to enjoy.

Implementation of the policies in this chapter will create a scenic and publicly accessible waterfront, while allowing the Port to continue to meet its maritime land use needs, and provide opportunities for new activities and uses to draw people to the shore.

Fishing boats at Pier 45 in Fisherman's Wharf

Public Access and Open Space

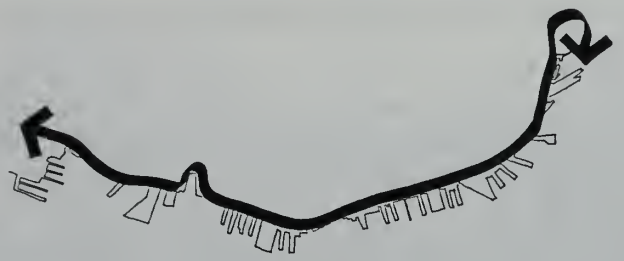
The waterfront's network of existing and future public access and open space areas is one of the City's most significant waterfront resources. It extends the City's park and open space system, connects the City with the expansive waters of the Bay, and offers tremendous opportunities for public enjoyment of the waterfront.

This section provides an overview of the primary waterfront public access and open space policies, quantitative and qualitative standards for public access and open space in new developments, illustrative examples of how public access and open spaces can be provided on piers, and a description of existing and future public access and open spaces.

Public Access & Open Space Policies

The Port's public access and open space plan reflects four primary policies: a 'continuous' public access and open space program that encourages people to explore the entire waterfront; a 'sequence' of significant open spaces occurring at frequent walkable intervals; a 'variety' of public access and open spaces to experience the waterfront's many activities; and public access and open spaces which provide connections between the City and the Bay. In developing new public access and open space, the Port will build upon its base of existing public access and open space, create opportunities for people to explore the entire waterfront through a variety of recreational opportunities and connections with the water, and provide opportunities for spectacular views of the Bay and its maritime activities. In addition, the Waterfront Land Use Plan calls for the creation of a 'PortWalk' along the waterfront which integrates new public access and open space on piers with the Port's continuous waterfront walkway. Concepts for the design and qualities of the 'PortWalk' and other public access to be included as part of pier development are discussed on the following pages.

Pier 7 public access and fishing pier



Continuity

Develop a continuous waterfront walkway that connects public access, open spaces and activity areas from Fisherman's Wharf to Pier 70. The Embarcadero Promenade already provides a major portion of this walkway from Pier 39 to South Beach. Proposed future walkway improvements from China Basin to Pier 70 and improvements to the Jefferson Street sidewalks in Fisherman's Wharf will improve pedestrian access and enjoyment and will complete a continuous walkway along the waterfront. This concept is a fundamental part of the PortWalk which will extend public access onto piers.

Sequence

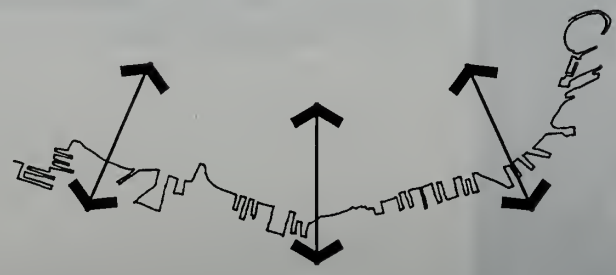
Create a sequence of major open spaces that occur frequently and regularly at significant points along the waterfront. East Wharf Park at Pier 39, Pier 7, and South Beach Park are major existing open spaces north of China Basin. They will soon be joined by a major plaza in front of the Ferry Building and a landscaped park at Rincon Point. Additional future open spaces at Fisherman's Wharf, Northeast Wharf in the Pier 15 to 27 area, at the terminus of Brannan Street, and in the Mission Bay area also will contribute to this network. These open spaces will be complemented by a variety of smaller open spaces on piers and in other locations along the waterfront.

Open Space Types

- *Waterfront Plazas and Parks*
- *Historic Ships and Boats*
- *Waterfront Walkways and Edges*
- *Natural Areas/New Open Water*
- *Piers/Open Spaces*

Variety

Develop a variety of public access and open spaces that offer many recreational opportunities and enhance other uses along the waterfront. The waterfront has a variety of public access and open spaces including natural areas, landscaped parks, plazas, waterfront walkways and open water areas. New public access and open space should continue to expand the diverse opportunities for recreation, views and appreciation of the waterfront and the Bay.



Connection

Design public access and open spaces to encourage connections between the City, the waterfront and the Bay. Many people will be drawn to those waterfront access areas which are most visible from the City. New public access and open spaces should therefore be designed to maximize visibility or other connections between the City, the waterfront and the Bay.

Microclimate Conditions

The design and placement of new public access and open spaces should address microclimatic conditions by providing, for example, places that are sheltered from wind and places which receive maximum sun exposure.

Site Improvements

New public access and open spaces should include facilities that make open spaces usable to the public. This may include comfortable benches, drinking fountains, toilets, railings, trash receptacles, fish cleaning facilities, public art, landscaping, boat landing facilities, lighting, recreational opportunities, etc. Provide interpretive signage and displays, coordinated with a Portwide signage program, to inform the public about the waterfront's history, architecture and environmental resources.

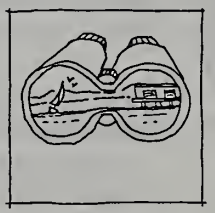
Commercial Facilities Within and Adjacent to Public Access and Open Space

Design public access so that the user is not intimidated nor is the user's appreciation restricted by structures or incompatible uses. Allow accessory commercial activities (e.g. food and beverage services, bike or skate rentals, ferry queuing) within open space and public access areas after maintaining adequate pedestrian circulation and minimizing blockage of the waterfront edge. Allow adjacent commercial uses (e.g. restaurants) to spill out onto public access and open space areas. Clearly delineate adjacent commercial uses areas from public use areas with signs, planting, fences, elevational changes, or other distinguishing characteristics.

Design For Security

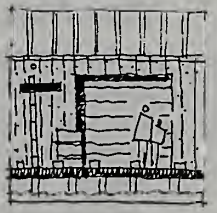
The location of open spaces and their visibility from adjacent uses can affect the safety and comfort of the public. Open spaces and site improvements should therefore be designed to avoid concealed areas and include adequate lighting.

Views



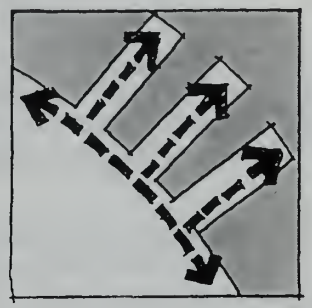
Public access should include views to the waterfront, Bay, maritime activities and/or the City. (Refer to Chapter 3 pp. 31-39 and Chapter 4 site specific design criteria for a complete discussion of views.)

Materials



Materials used in public access open space areas should be able to withstand the effects of a waterfront location.

Qualitative Standards for the 'PortWalk' & Public Access on Piers



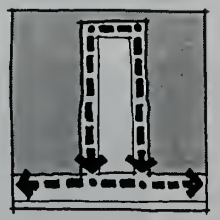
PortWalk Concept

The 'PortWalk' will be a combination of the continuous waterfront walkway along The Embarcadero (the Embarcadero Promenade) and other waterfront roadways, and public access on piers. From the main walkway adjacent to the roadway, there will be visible connections to public access and development destinations over the water. 'PortWalk' public access on piers will take many different forms, depending on site location, view opportunities, and the type and design of the development project of which it is a part. The illustrations below demonstrate some ways in which circulation and destination areas can be located on piers to bring people to the water's edge. The Qualitative Standards for public access and open space described on pages 22-23 also should be applied when siting and designing public access and open space.

New public access and PortWalk improvements will be created as Port property is redeveloped with new uses. New developments on finger piers will be required to provide public access on at least 25% of the pier. For larger existing or reconfigured piers, it is expected that more public access will be necessary; the recommendation for the entire area dedicated to public access will be made through the joint design review process conducted by the Port, the San Francisco Planning Department and BCDC.

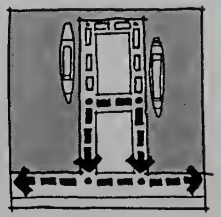
PortWalk/Circulation on Piers

In the majority of cases, new development on piers will include PortWalk public access around the pier perimeter to maximize contact between people and the water's edge. In certain instances, safety considerations or maritime operational needs (e.g. ship loading and service areas at the cruise terminal) may preclude complete perimeter access. In other cases, priority viewing locations or microclimate conditions may warrant emphasizing public access on certain sides over others. This could be accomplished in a variety of ways, including use of higher quality pavement and construction materials or installation of more benches, lighting or other furniture and fixtures. These site-specific situations are addressed in the Subarea Design and Access Criteria presented in Chapter 4. For example, the criteria for Piers 26-28 call for aligning pier public access with the Harrison Street view corridor, and creating a public access edge on the north side of Pier 26 (or reconfigured pier) to take advantage of spectacular City views. Shown above are just two examples of how PortWalk circulation on piers could be modified from the standard pier perimeter public access design.

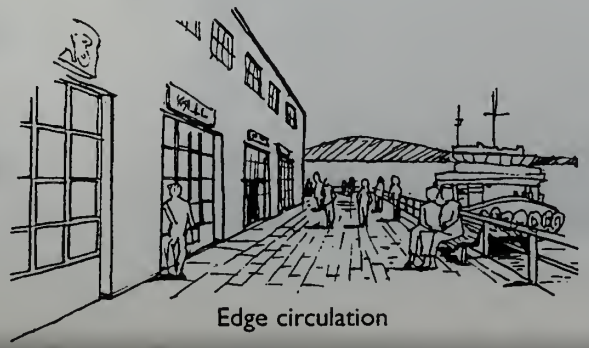


Perimeter

Edge



Half



Edge circulation

Summary of Public Access and Open Spaces

The development of the industrial and maritime Port from the 1860's through the 1930's offered few opportunities for public access or open space. Over the last 20 years, however, the shift of industrial activities to the southern waterfront and land use changes along the northern waterfront between China Basin and Fisherman's Wharf have encouraged the development of public access and open spaces on Port property.

Waterfront Plan policies call for developing additional public access, open spaces and other uses to attract people to the waterfront as part of maritime mixed-use projects. These new projects will incorporate recreation-oriented maritime and commercial uses and new public access and open space improvements. The Port will further improve waterfront public access by providing major public open spaces, such as Rincon Park, and new open spaces in Fisherman's Wharf, the Northeast Waterfront and South Beach.

The Port's existing and future public access and open space network is organized into five categories:

- Waterfront Plazas and Parks
- Pier Open Spaces
- Waterfront Walkways and Edges
- Natural Areas and New Open Water
- Historic Ships and Boats

Plaza and park amenities included as part of new developments in the South Beach area

Over time, the PortWalk will include and connect all these areas in a comprehensive public access program for the Port. For future public access and open spaces, site-specific design criteria are presented Chapter 4.

Waterfront Plazas and Parks

Waterfront plazas and parks are soft landscaped or hard-surfaced plazas, most of which are located on seawall lots. Uses range from programmed activities, such as field games, to passive enjoyment of the Bay. Some landscaped open spaces include plazas, walkways or other hard-surfaced areas.

Existing

13 Sydney Rudy Waterfront Park ("East Wharf Park")
Lawn and children's play area fronting on the Embarcadero between Piers 35 and 39 in Fisherman's Wharf.

21 Seawall Lot 347N
An office building plaza with Bay views at the northeast corner of Howard Street and The Embarcadero in the Ferry Building area.

28 South Beach Park
Lawn and other park improvements adjacent to the South Beach Harbor in the South Beach area.

30 Mission Creek Harbor
South side of China Basin Channel between Fourth and Sixth Streets in the Mission Bay area.

South Beach Park and Marina

35 Agua Vista Park
Planted area and fishing pier with views of Pier 70 along Terry Francois Boulevard in the Mission Bay area.

36 Warm Water Cove Park
Native planting and walkways at the foot of Twenty-Fourth Street in the Southern Waterfront.

Future

10 Triangle Lot, Piers 43 & 43 ½
A new open space bounded by Jefferson, Taylor and Powell Streets and the Bay in Fisherman's Wharf. The initial phase will be a plaza on approximately 70% of the Triangle Lot, financed by development on the remaining site area. The long term goal is to expand the open space to the water's edge.

14 Northeast Wharf
A new plaza to be developed by the Port adjacent to The Embarcadero between Piers 19 and 27 in the Northeast Waterfront area.

19 Ferry Building Plaza
A new plaza on the City side of the Ferry Building to be developed with the Embarcadero roadway.

Rincon Park
23 A new park on the east side of The Embarcadero with views of the Bay Bridge, between Howard and Harrison Streets in the Ferry Building area.

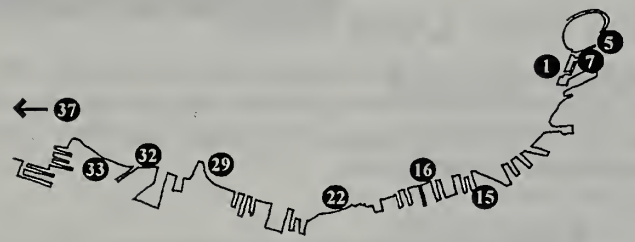
Brannan Street Wharf
25 A plaza and Promenade open space to be developed and financed by the Port, including the removal of Piers 34 and 36 in the South Beach area.

South Beach Park
28 Phase 2 of the park adjacent to the proposed ballpark in the South Beach area.

Seawall Lot 337
31 Landscaped or natural area adjacent to China Basin Channel and Third Street in the Mission Bay area.

Mission Bay Open Space
34 Landscaped area adjacent to the Bay, along Terry Francois Boulevard between Mission Rock and 16th Streets in the Mission Bay area.

India Basin Park
40 Part of a larger City park on the south side of India Basin in the Southern Waterfront area.



Waterfront Walkways and Edges

Waterfront walkways and edges consist of the Embarcadero Promenade and other walkways that run along the edge of the City and provide an opportunity to travel along the waterfront. These open spaces also frequently connect to other open spaces beyond Port boundaries. Also included are smaller open spaces that are adjacent or connected to the Promenade. The Promenade and other walkways are used by walkers, strollers, roller bladers and runners.

Embarcadero Promenade south of Mission Street

Existing

1 Jefferson Street Sidewalk
Sidewalk connecting the Embarcadero Promenade to Aquatic Park from Powell to Hyde Streets in Fisherman's Wharf.

7 Inner Lagoon Walkways
Areas to view the fishing harbor adjacent to Jefferson Street between Taylor and Jones Streets in Fisherman's Wharf.

22 Herb Caen Way ("Embarcadero Promenade")
25 foot wide (minimum) Embarcadero shoreline walkway with "Art Ribbon" project extending from Fisherman's Wharf to China Basin.

32 Pier 52 Boat Launch
Public boat launch in the Mission Bay area with adjoining waterfront edge access.

37 Islais Creek
Public improvements coordinated by The Friends of Islais Creek on the north edge of Islais Creek east of Third Street in the Southern Waterfront.

Future

1 Jefferson Street Sidewalk
Paving and lighting improvements to the sidewalk between Powell and Hyde Streets in Fisherman's Wharf.

5 Hyde Street Harbor
Pier edge access at the entrance to the fishing harbor immediately east of the Hyde Street Pier in Fisherman's Wharf.

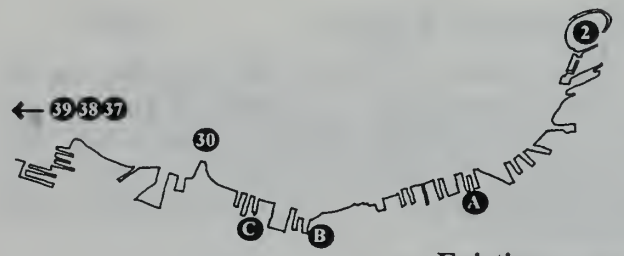
15 Pier 23
Improvements adjacent to the Promenade between Piers 23 and 27 in the Northeast Waterfront.

16 Waterfront Restaurant
Marginal wharf and pier edge improvements on Pier 7 ½ at the foot of Broadway Street in the Northeast Waterfront.

29 Ballpark Public Access
Public access walkway extending the length of Pier 46B adjacent to China Basin Channel between South Beach Park and the Third Street Bridge.

32 Pier 52 Boat Launch
Improvements to the public boat launch and 400 feet of waterfront edge along Terry Francois Boulevard in the Mission Bay area.

33 Mission Bay Walkway
Waterfront walkway along Terry Francois Blvd. connecting the Third Street Bridge at China Basin with the Pier 70 area.



Natural Areas and New Open Water

Natural areas are open spaces that preserve or restore the natural Bay environment. They consist of wetlands and fields and may be used for viewing wildlife, hiking or enjoyment of the Bay. To protect sensitive habitats, some areas may not be publicly accessible. New open water areas are areas where piers will be removed.

Existing

2 Aquatic Park
Open water surrounding swimming and rowing club docks.

30 China Basin Channel (Mission Creek Harbor)
Open water area of the Channel.

38 SWL 344 Existing Wetlands
North of Pier 94 in the Southern Waterfront area.

Future

39 Pier 98 Wetlands
Between India Basin and Pier 96 in the Southern Waterfront area.

37 Islais Creek Wetlands
Westlands restoration efforts by Friends of Islais Creek.

New Open Water
New Open Water will be provided by the removal of:

- **A** Pier area to be determined in the Northeast Waterfront during the Pier 15-29 Special Planning Study (see pp. 72-73);
- **B** Pier 24; and
- **C** Piers 34-36.

Pier 98 Wetlands

Waterfront Views

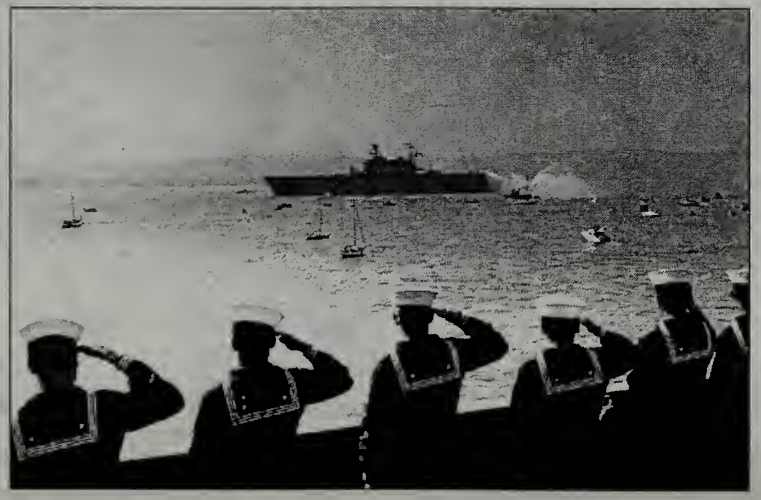
Existing Views

The waterfront offers a stunning array of views thanks to the natural beauty of the Bay, the City's hilly topography and downtown highrises, the compactness of adjacent districts and neighborhoods, and the historic maritime character of the waterfront. These views are a major component of the urban setting of the Port's waterfront. The waterfront is also a strong part of San Francisco's identity because it can be viewed in so many contexts and from so many vantage points: from near or far, from hills or at the water's edge, from City streets or from the water.

The public views now enjoyed along the waterfront are summarized as follows:

- Major views of the Bay, the bridges, and across water
- Views of maritime activities
- Street views
- Views back to the City
- Hilltop or elevated views of the waterfront

The design policies which will be applied to new development and open space projects along the waterfront address ways to preserve and enhance existing views and to create a variety of new views. These views provide "visual access" to the waterfront and will help reunite the City with the waterfront.



Summary of Existing Views

The following analysis of existing views is organized by view type and by vantage points from where the views can be publicly enjoyed.

Major Views of the Bay & Across Water

Views of the Bay, bridges and destinations or other points of interest across the Bay from piers or the waterfront edge.

Views of Maritime Activities

Views of harbors or maritime activities from piers or the waterfront edge. Views of maritime activities occur at almost every pier and waterfront edge.

Street Views

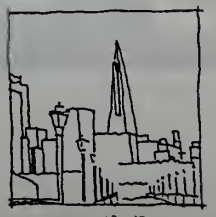
Street Corridor View of Water

Street Corridor View of Architecture with Waterfront Identity

Hilltop Views of the Waterfront

Panoramic views of the Bay, the City, and the waterfront from City hilltops and other elevated places.

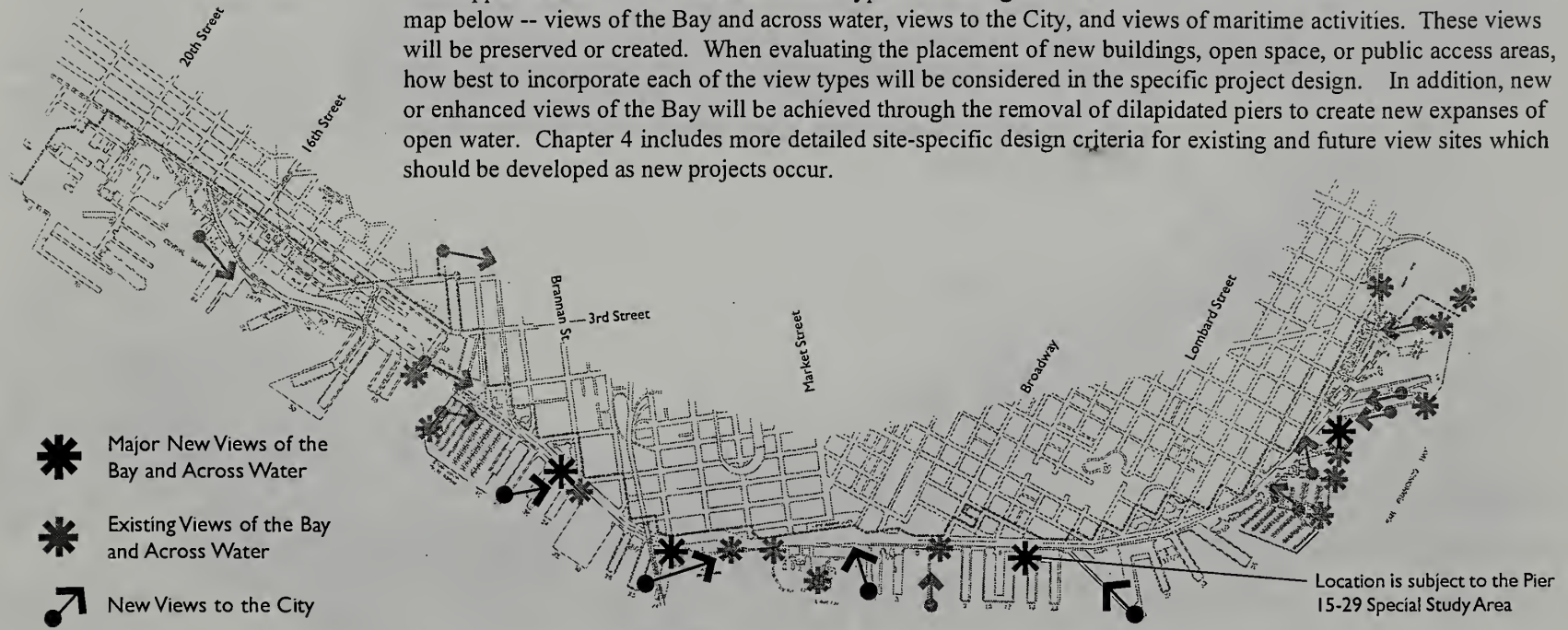
Views Back to the City



Views of the City form or skyline from piers or the waterfront.

View Sites

Establish new views at specific points or areas that afford exceptional views of the Bay, waterfront and City.
View sites are defined as specific points or areas along the waterfront that afford exceptional views of the Bay, the City, or points across the water. Many of these views exist today and, as Port property is redeveloped, additional view opportunities will be available. Three types of existing and future views are defined and summarized on the map below -- views of the Bay and across water, views to the City, and views of maritime activities. These views will be preserved or created. When evaluating the placement of new buildings, open space, or public access areas, how best to incorporate each of the view types will be considered in the specific project design. In addition, new or enhanced views of the Bay will be achieved through the removal of dilapidated piers to create new expanses of open water. Chapter 4 includes more detailed site-specific design criteria for existing and future view sites which should be developed as new projects occur.


20th Street
16th Street
Brannan St
3rd Street
Market Street
Broadway
Lombard Street
Location is subject to the Pier 15-29 Special Study Area
Major New Views of the Bay and Across Water
Existing Views of the Bay and Across Water
New Views to the City
Existing Views to the City

Major Views of the Bay & Across Water

Provide new or expanded views to and from the Bay and points of interest across the Bay.

Views to the City

Provide opportunities for new views of the City, as part of new developments.

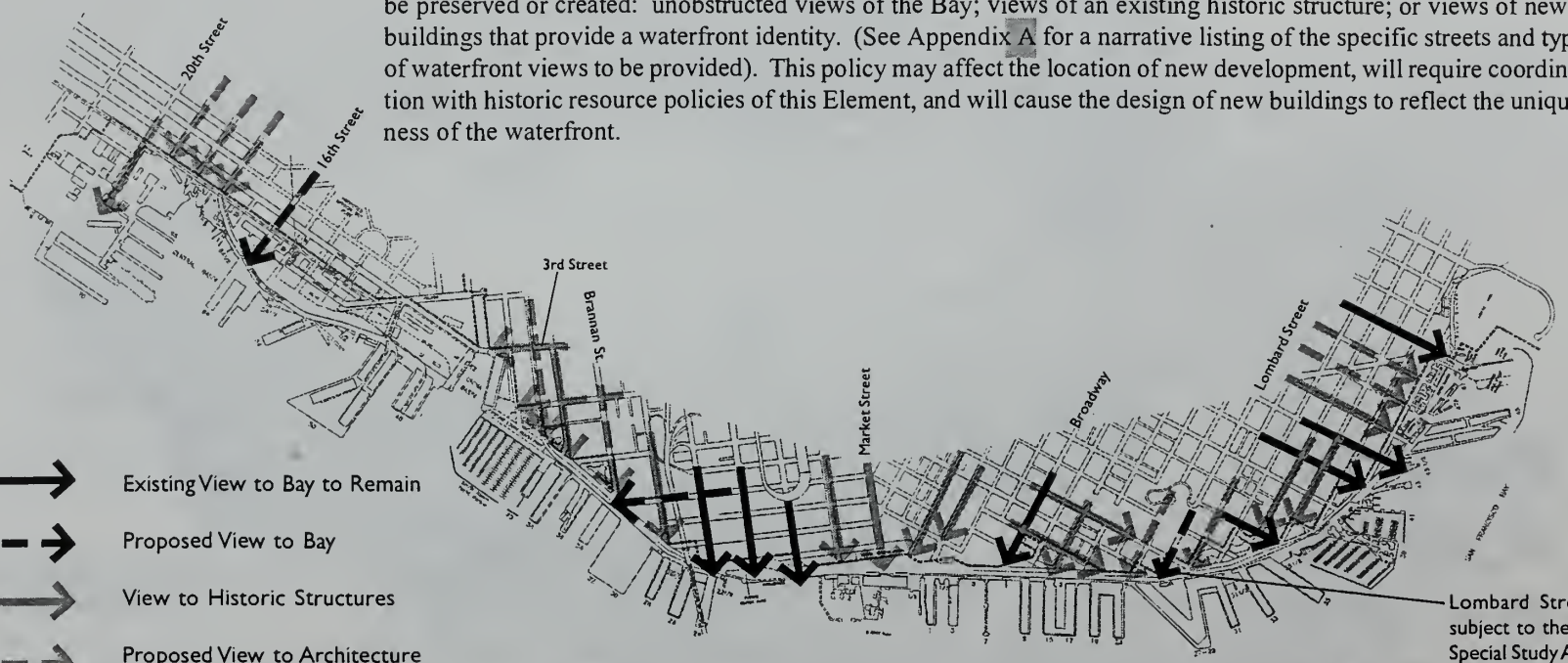
Views of Maritime Activities

Increase views of harbors or maritime activities from piers or the waterfront edge.

* The location of the view sites in the northern waterfront will be further reviewed in the Pier 15-29 Special Study Area.

Street Views

Streets that connect to the waterfront should have views of the Bay, historic structures, or architecture that provides a waterfront identity. Streets make up approximately 30 percent of the land area in San Francisco and provide most public views of the Bay or waterfront from within the City. Currently, streets leading to the waterfront have desireable views of the Bay or buildings located along the waterfront edge, or both, depending on how streets rise up into the hills of adjacent neighborhoods. Three types of street views indicated in the map below will be preserved or created: unobstructed views of the Bay; views of an existing historic structure; or views of new buildings that provide a waterfront identity. (See Appendix A for a narrative listing of the specific streets and types of waterfront views to be provided). This policy may affect the location of new development, will require coordination with historic resource policies of this Element, and will cause the design of new buildings to reflect the uniqueness of the waterfront.



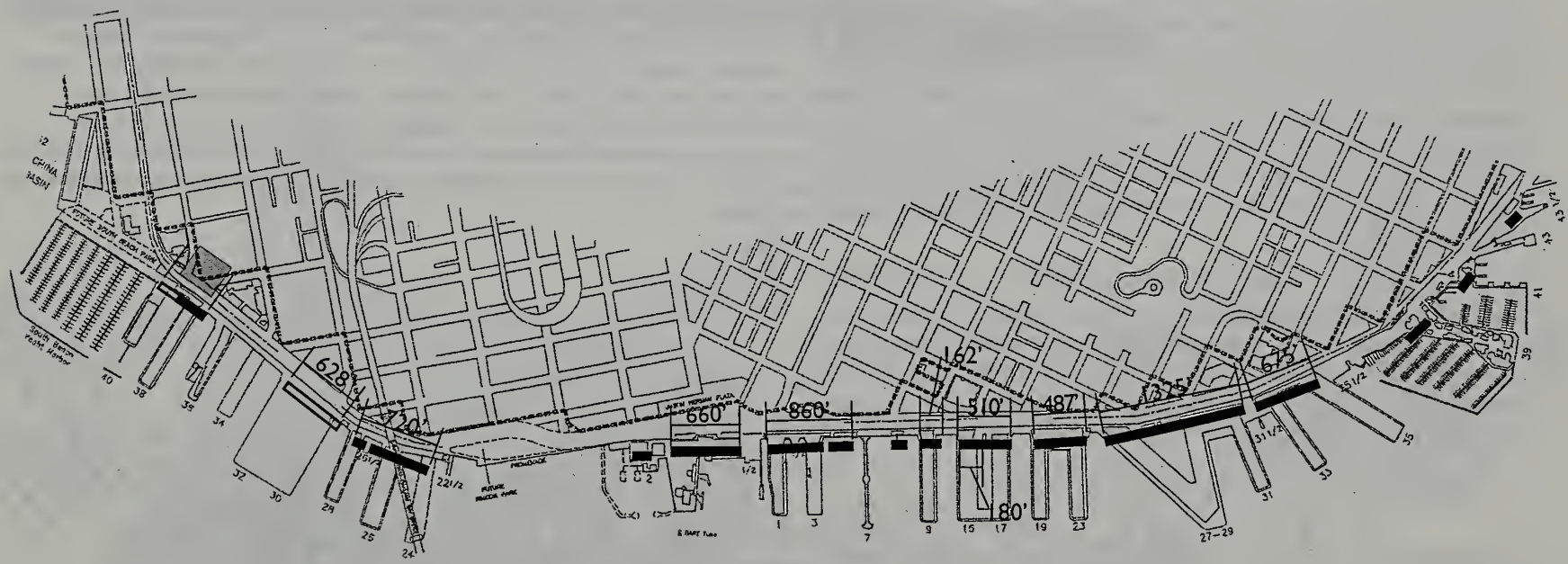
Views of Bay
Street corridors with an unobstructed view of the Bay.

Views of Historic Structures
Street views that terminate with a view of a Historic Building.

Waterfront Identity
Streets that terminate with views of architecture that provides a waterfront identity.

View Intervals

Provide additional Bay and maritime views from the Embarcadero Promenade. The waterfront north of China Basin is characterized by a rhythm of bulkhead buildings and openings between and within them which frame waterfront views. These view and access openings range greatly in size, from 20 foot wide openings, such as those in several areas between Piers 1 and 5, to expansive waterfront stretches which afford wide-angle Bay views, such as the 1800 foot long Embarcadero Promenade south of the Agriculture Building. The contrasts between waterfront buildings and view openings between and within them highlight and enhance the variety of view experiences that make the San Francisco waterfront unique.



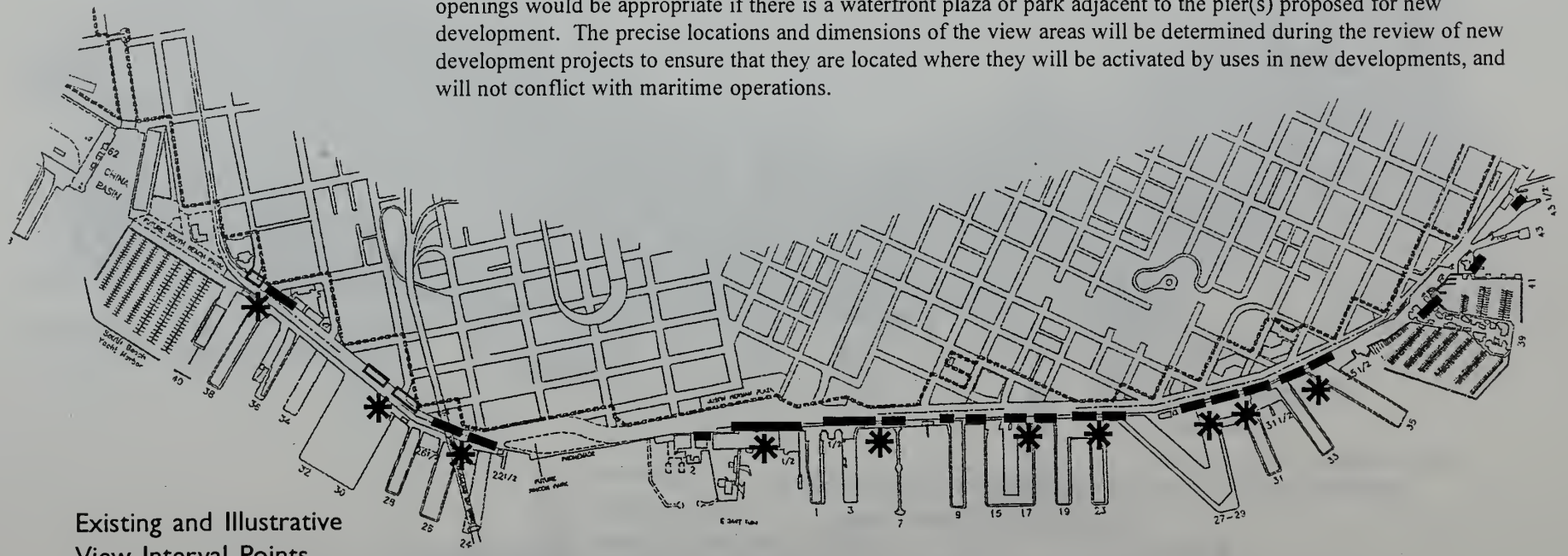
Existing and Potential Buildings
Along the Bulkhead Edge

Potential opening in Bulkhead Connector Building 29 through service doors.

To continue this pattern, development along The Embarcadero from Pier 40 at China Basin to Pier 35 in the Northeast Waterfront will include creation of new views between buildings and/or physical access to:

- The Bay;
- Water-dependent maritime activities (such as vessel berthing, tug and tow operations located in or adjacent to the water); and/or
- Public access, open space or other public attractions that invite the public onto pier areas and provide access to the Bay

The creation of new views, combined with existing views and existing and future public access and open spaces, will create opportunities for the public to enjoy the Bay at frequent intervals. As a general rule, these views or access areas should occur every 200-500 feet (roughly the width of a single or pair of bulkheads) and extend for approximately 40 feet or more along the Embarcadero Promenade, except where openings are to be made in historic structures. Where the distance between openings approaches the longer end of this range, the width of the opening should also increase. The width of the view openings may be narrower, or their locations adjusted, to avoid adverse effects on historic resources, including the Ferry Building, Pier 1-5 bulkhead buildings, and connector buildings adjacent to bulkhead buildings at Piers 29 and 33. In addition, longer distances between view openings would be appropriate if there is a waterfront plaza or park adjacent to the pier(s) proposed for new development. The precise locations and dimensions of the view areas will be determined during the review of new development projects to ensure that they are located where they will be activated by uses in new developments, and will not conflict with maritime operations.



Existing and Illustrative View Interval Points

✱ Proposed View Interval Points
Existing Buildings
Potential Buildings

Pier 15 - 29 Special Study Area -- Open Spaces and view intervals will be reviewed further

Historic Resources

This section summarizes an inventory of the waterfront's historic resources and presents Port-wide historic resources policies, followed by policies for the most significant waterfront historic resources within two areas: Fisherman's Wharf to China Basin and Pier 70.

Significance of Waterfront Historic Resources

The waterfront's historic resources help to create San Francisco's identity.
Their significance is derived from:

A Convergence of Cultural and Natural Resources

San Francisco's history is rooted in the waters surrounding the City: the San Francisco Bay to the east and the vast Pacific Ocean to the west. Nowhere is this fact more evident than on the waterfront--a man-made landscape which illustrates various phases of human involvement with these important natural resources and where historic buildings and structures have functional and physical links to the Bay and ocean.

Associations with Historical Events

The waterfront's historic resources are associated with events that determined broad patterns of human development: waves of migration to California and the West, San Francisco's emergence as a major commercial center, the development of international trade routes (especially the opening of the Panama-Pacific Canal), and the victories of World Wars I and II.

Distinctive Design

The waterfront reflects historical trends in engineering, transportation, architecture and civic design. Some historic resources are individually distinctive. Groups of historic buildings on the waterfront, such as the finger piers and decorative bulkhead buildings, also make important contributions to the City's overall urban form, producing some of our best-known San Francisco "cityscapes."

Port-wide Historic Resources Policies

The Waterfront Land Use Plan envisions "an evolving waterfront, mindful of its past and future," which will "continue to serve as a repository for memories of past events, while also providing a stage for new experiences." To achieve that vision, the following policies would apply throughout the Port's jurisdiction to guide preservation of significant historic resources.

Formal Recognition

Nominate significant historic resources to the National Register of Historic Places.
The Port will work with the State Historic Preservation Office, local historic preservation agencies, and other waterfront constituencies, to nominate significant resources for formal recognition and to identify options for coordinating policy for these resources, including programmatic agreements for two areas: Fisherman's Wharf to China Basin, and Pier 70.

Preservation

Preserve and adaptively reuse significant historic resources where feasible. Nationally recognized methods for adaptively reusing historic buildings are provided by *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Secretary's Standards).*

Information

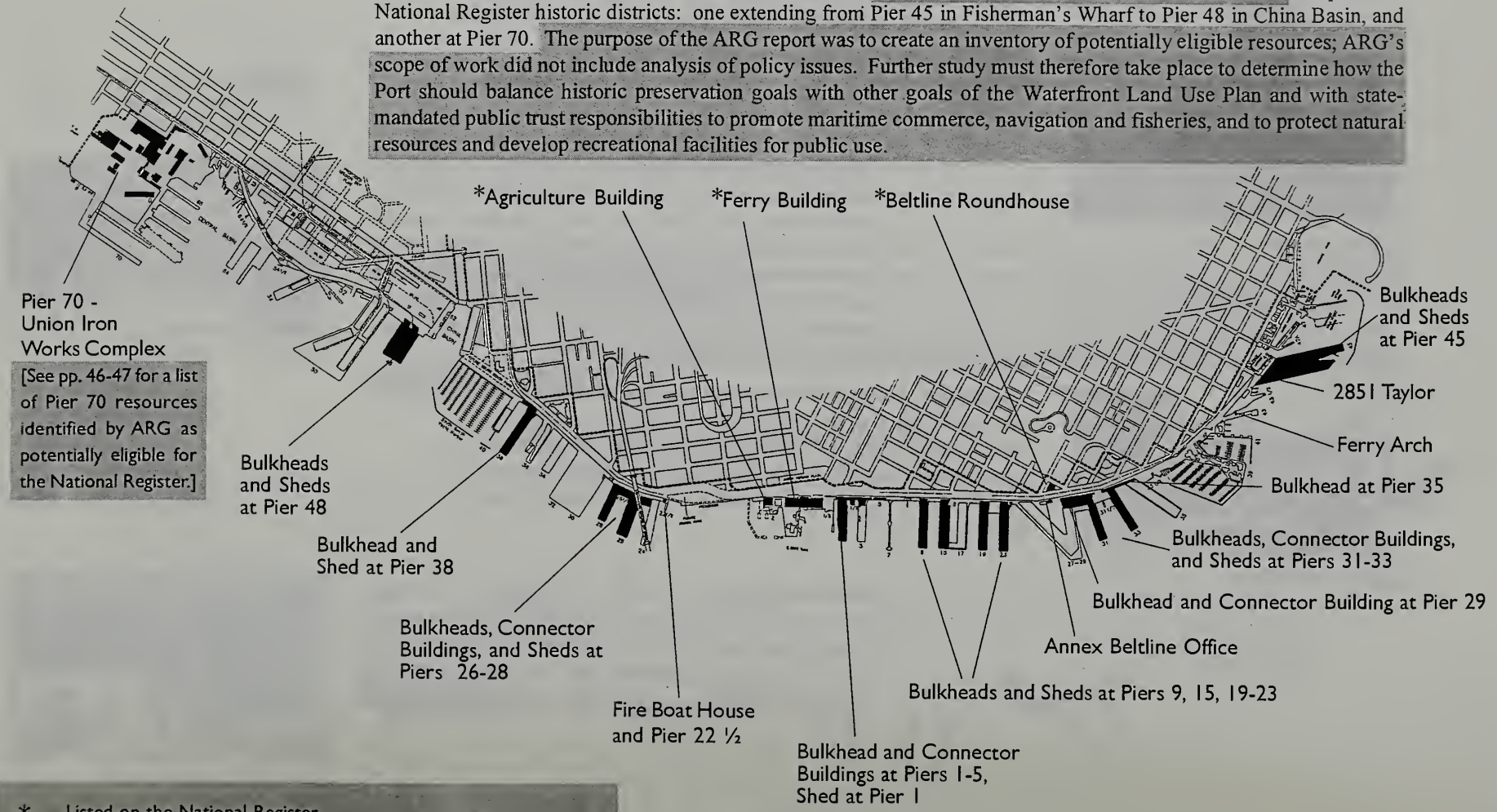
Help San Franciscans understand and enjoy their heritage, by providing interpretive signage and informational displays about the waterfront's cultural and natural history. Depending on the character of specific subareas, interpretive exhibits may focus on maritime, commercial, labor, or industrial history. They will be provided throughout the waterfront. Key locations for exhibits are Fisherman's Wharf, the Ferry Building, and Pier 70.

Waterfront Character

Require development of the waterfront to be compatible with historic resources. The design, materials, style, and detailing of new buildings, street furniture and other public improvements should enhance rather than conflict with historic buildings. The character of historic architecture was considered in developing other urban design policies presented in this chapter and specific subarea criteria for avoiding design conflicts.

Port-wide Historic Resources Summary

The nation's official inventory of significant historic resources is the National Register of Historic Places (National Register). Three Port buildings--the Ferry Building, Agriculture Building, and Beltline Roundhouse--are already listed on the National Register. In addition, the Seawall (not shown) is eligible for the National Register. In 1996, the Architectural Resources Group (ARG) prepared a historic resources database report (the ARG report) for the Port which identified other waterfront buildings labeled on the map below as potentially eligible for listing on the National Register, either individually or as contributors to an historic district. The ARG report recommended consideration of two potential National Register historic districts: one extending from Pier 45 in Fisherman's Wharf to Pier 48 in China Basin, and another at Pier 70. The purpose of the ARG report was to create an inventory of potentially eligible resources; ARG's scope of work did not include analysis of policy issues. Further study must therefore take place to determine how the Port should balance historic preservation goals with other goals of the Waterfront Land Use Plan and with state-mandated public trust responsibilities to promote maritime commerce, navigation and fisheries, and to protect natural resources and develop recreational facilities for public use.


*Agriculture Building
*Ferry Building
*Beltline Roundhouse
Pier 70 - Union Iron Works Complex
[See pp. 46-47 for a list of Pier 70 resources identified by ARG as potentially eligible for the National Register.]
Bulkheads and Sheds at Pier 48
Bulkhead and Shed at Pier 38
Bulkheads, Connector Buildings, and Sheds at Piers 26-28
Fire Boat House and Pier 22 ½
Bulkhead and Connector Buildings at Piers 1-5, Shed at Pier 1
Bulkheads and Sheds at Piers 9, 15, 19-23
Annex Beltline Office
Bulkhead and Connector Building at Pier 29
Bulkheads, Connector Buildings, and Sheds at Piers 31-33
Bulkhead at Pier 35
Ferry Arch
2851 Taylor
Bulkheads and Sheds at Pier 45
* Listed on the National Register
ARG report indicated Potentially Eligible for the National Register

The following are four of the waterfront's best-known historic buildings:

Saturday Farmers Market at the Ferry Building

The Ferry Building (known historically as the Union Ferry Depot) officially opened in 1898, and until the late 1930's, was the second busiest passenger terminal in the world. Designed in the neo-classic Beaux Arts style, it survived the 1906 earthquake. Its 235-foot tower still dominates the downtown waterfront.

The Agriculture Building (known historically as the Ferry Station Post Office) was the central post office facility for the City from 1915 to 1925. It is one of the finest examples of Mediterranean architecture built by the State Harbor Commission. It is known as the Agriculture Building because it was later occupied by the U.S. Department of Agriculture.

Agriculture Building

Beltline Roundhouse

The Beltline Railroad Roundhouse complex, which includes the Sandhouse, was built to service the Beltline railroad that ran the whole length of the waterfront. In 1913-14, when the Roundhouse was constructed, San Francisco boasted "the most complete harbor beltline railroad switching system in the world."

The Fire Boat House, a 2-story Mediterranean-style structure, was built in 1915 at Pier 22 ½ to serve the special fire-fighting needs of the waterfront. Its original occupant, the San Francisco Fire Department, still uses the building to house its marine crew and Fire Engine Company No. 35.

Pier22½ Fire Boat House

Fisherman's Wharf to China Basin Historic Resources Policies

The waterfront between Fisherman's Wharf and China Basin was created by filling portions of the Bay to support industrial maritime uses. The historic Seawall runs under the east edge of the Embarcadero, forming the edge between land and water. North of Pier 45, vestiges of San Francisco's early fishing industry contribute to the character of Fisherman's Wharf. From Pier 45 to 48, twelve intact "finger piers" (out of a total of forty-nine piers constructed) and fourteen historic bulkheads remain from harbor projects completed prior to 1938. The finger piers' long, rectangular form and timber or steel-framed sheds accommodated the berthing and loading of breakbulk ships at a time when San Francisco dominated international shipping on the West Coast. The piers also served passengers traveling by boat.

The bulkhead buildings extend along The Embarcadero and, in several locations, are joined to the next bulkhead building by a connector building. The bulkheads served as office space and as entrances to the piers. As contributors to a design plan initiated during the "City Beautiful" era, the bulkheads' purpose was to beautify and bring a sense of grandeur to the waterfront, as befitting a major seaport. The building program spanned more than two decades and included a variety of architectural styles--beginning with simple Mission Revival bulkheads south of the Ferry Building and continuing with monumental Neoclassical bulkhead buildings to the north.

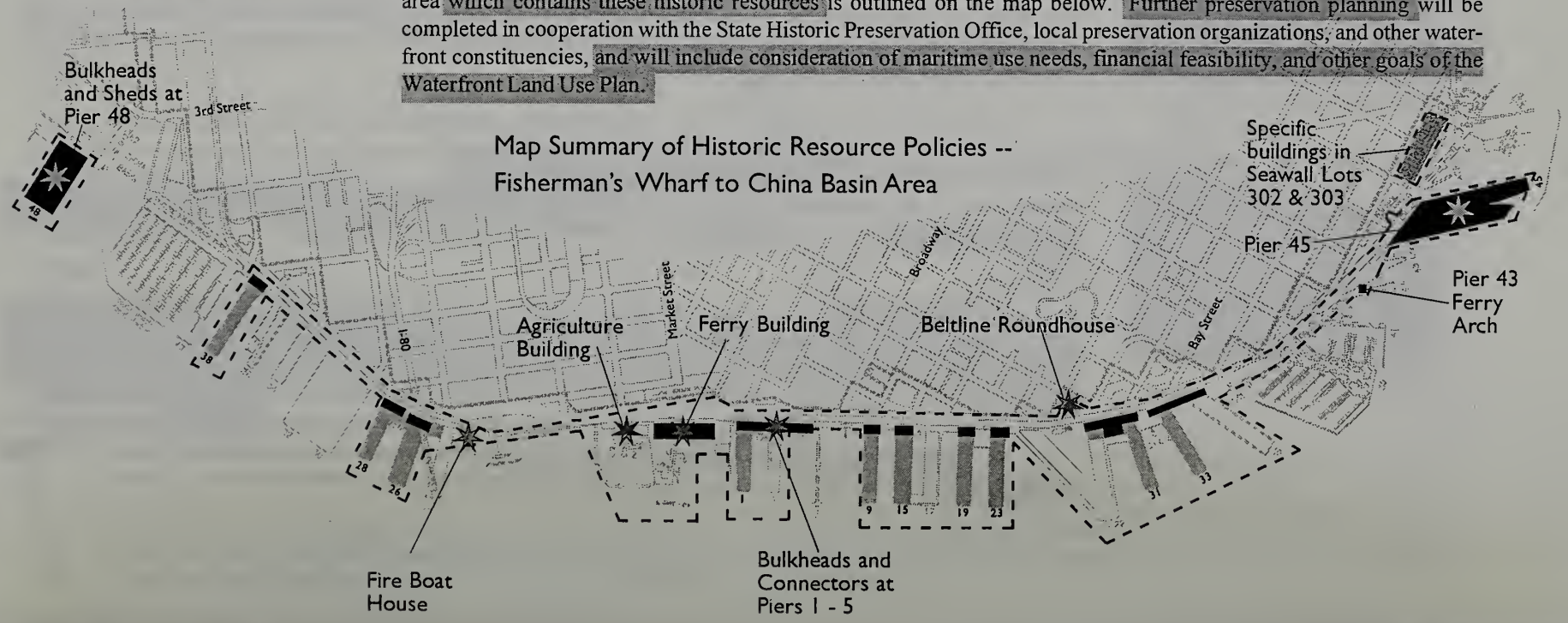
In recognition of the concentration and collective form of historic resources between Fisherman's Wharf and China Basin, the following page provides policies and follow-up steps for groups of resources identified by building type. The area which contains these historic resources is outlined on the map below. Further preservation planning will be completed in cooperation with the State Historic Preservation Office, local preservation organizations, and other waterfront constituencies, and will include consideration of maritime use needs, financial feasibility, and other goals of the Waterfront Land Use Plan.

Resources to be Rehabilitated to Secretary of the Interior's Standards

Resources to Retain & Reuse

Resources for Further Evaluation

Future Study Area



Pier 45

Preservation to The Secretary of the Interior's Standards

Preserve, rehabilitate and adaptively reuse the following resources consistent with The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Secretary's Standards): The Ferry Building, Agriculture Building, Beltline Roundhouse, and Fireboat House; Bulkhead Buildings and Connectors 1-5; Bulkhead Buildings and Pier sheds at Piers 45 and 48. Pier 45 was upgraded and seismically retrofit in 1995 and seismic retrofit of Pier 48 is scheduled for completion in 1997. Rehabilitation and reuse of the Ferry Building is a top priority of the Waterfront Land Use Plan.

Next Step: Evaluate preservation efforts for these buildings, to ensure consistency with the *Secretary's Standards*.

Pier 33 Bulkhead

Bulkhead Buildings

Retain and reuse the historic bulkhead buildings at Piers 9, 15, 19, 23, 29, 31, 33, 35, 26, 28, and 38, the Ferry Arch, and the Neoclassical connector buildings (Piers 29 ½ and 33 ½).

Next Step: Develop criteria for rehabilitation and reuse of these resources, identifying some or all for preservation consistent with the *Secretary's Standards*, and providing interim protection from alterations inconsistent with the *Secretary's Standards* until these criteria are adopted.

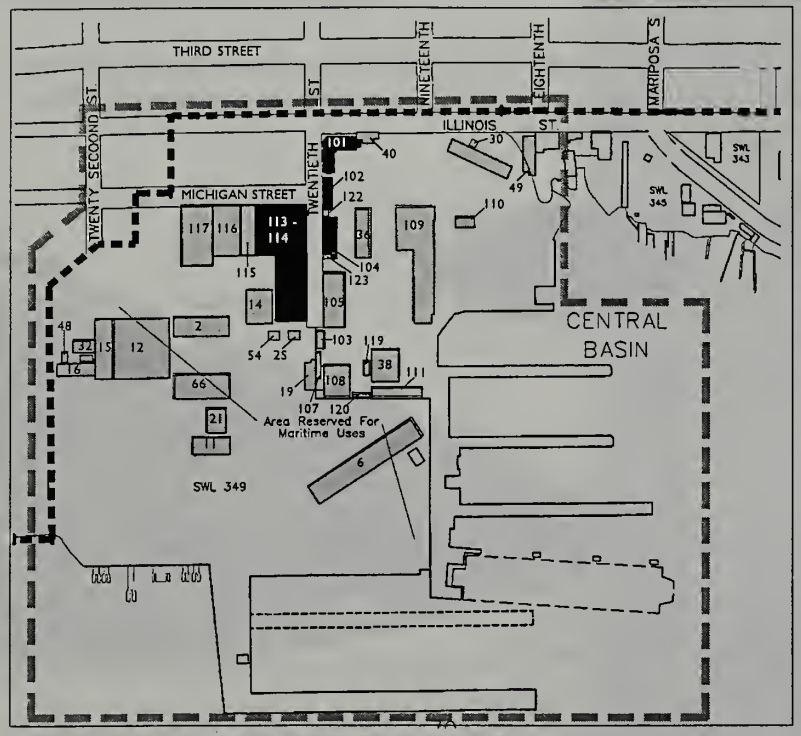
Fish Alley Building

Piers, Pier Sheds, and Fishing Industry Buildings

Further evaluate the historic piers and pier sheds, and specific Fisherman's Wharf buildings associated with the early fishing industry, including analysis of the potential for rehabilitation, adaptive reuse, and economic development.

Next Step: Further evaluate pier sheds on Piers 1, 9, 15, 19, 23, 31, 33, 26, 28, 38, and specific Fisherman's Wharf buildings associated with the early fishing industry (the fishhandling building on the north side of Fish Alley, shed buildings at 2909, 2915, and 2921 Jones Lane between Jefferson Street and Pier 47, and Fisherman's Grotto No. 9 at 2851 Taylor Street), considering historic significance, architectural features, relationship to other resources, economic development, City pattern, structural condition, financial feasibility and compatibility of reuse with maritime activities, views, and public access, and with other goals of the Waterfront Land Use Plan, to develop recommendations for preservation, reuse and/or replacement. Consider these recommendations in the formulation of development proposals.

Pier 70 Historic Resources Policies



Pier 70 is historically significant because it is the oldest, largest and most intact historic industrial complex in the City. From the 1880's to the end of World War II, the Union Iron Works/Bethlehem Steel Yard at Pier 70 (also known as the "San Francisco Yard") dominated life and employment south of Market Street. The San Francisco Yard produced equipment, and built and repaired ships, making important contributions to Western settlement as well as to national war efforts.

The Design & Access Element identifies a cluster of the most significant Pier 70 buildings as the highest preservation priority. Additional historic properties may be identified for preservation after further research is conducted within the boundaries of the Pier 70 historic resources study area shown on the adjacent map.

Pier 70 Historic Resources Study Area

Resources to Retain and Reuse

Resources for further evaluation

Administration Building No. 101

Pier 70 Buildings and Structures

Buildings to be Retained and Reused:

Building #	Common Name	Date of Construction
101	Union Iron Works Administration Building	1917
102	Union Iron Works Powerhouse No. 1	1912
104	Union Iron Works Office Building	1896
113-114	Union Iron Works Machine Shop/Storage/Foundry	1886/1914

Buildings and Structures Identified for Further Evaluation:

Constructed between 1900 and 1920

6	Union Iron Works Light Warehouse	1914
21	Risdon Power House, Electric Shop/Substation No. 5	1900
38	Boiler Shop	1915/1941
107	Union Iron Works West Lumber Shed	c. 1913
108	Union Iron Works Planing Mill & Joinery Shop	1911/1913
109	Union Iron Works Plate Shop No. 1	1912/1936
111	Union Iron Works Office/Warehouse/Substation No. 3	1917
115	Union Iron Works Foundry/Concrete Warehouse	1917
116	Union Iron Works Maintenance/Concrete Warehouse	1917
122	Union Iron Works Gatehouse (moved)	1916/41
123	Union Iron Works Gatehouse	1916

continued on p. 47

The following policies will guide preservation and reuse of historic resources in the Pier 70 area.

Entry to Building No. 102

Union Iron Works Buildings

Retain and reuse Union Iron Works Buildings #101, 102, and 104. Rehabilitate consistent with the Secretary's Standards, if feasible. Seek funding for preservation of Building 113-114 (the oldest maritime industrial building on the southern waterfront), consistent with its on-going maritime use.

Historic Resources Study Area

Conduct further research of historic resources to analyze the potential for establishing a National Register Historic District, based on periods of historical significance, unique architectural or industrial qualities, associations with historically significant events, and feasibility of adaptive reuse. Both the mixed-use and the maritime-use areas of Pier 70 will be studied.

Resource Stabilization

Take steps to prevent further deterioration of historic resources at Pier 70, within the financial means of the Port. The Union Iron Works Buildings 101, 102, 104, and 113-114 will be the highest priority for stabilization and repair.

Building No. 113-114

Buildings and Structures Identified for Further Evaluation, continued:

Constructed between 1930 and 1945

Building #	Common Name	Date of Construction
2	Bethlehem Warehouse	1941/1944
11	Bethlehem Tool Room & Office	1941
12	Bethlehem Plate Shop No. 2	1941
14	Bethlehem Heavy Warehouse	1941
15?	(metal, 70x240)	c. 1940
16?	(metal, 50x155)	c. 1940
19	Bethlehem Garage No. 1 and Warehouse	1941
25	(metal, 20x30, 1-story)	1940
28?	(30x55, not mapped)	c. 1940
30	(small metal building)	c. 1940
36	Bethlehem Welding Shop	1941
40	Bethlehem Employment Office	c. 1940
49	Galvanizing Shop	c. 1940
54	(concrete, 12x40, 1-story)	c. 1940
66	Bethlehem Welding Platform	c. 1940
103	Bethlehem Substation	1937
105	Bethlehem Forge Shop	1937
110	Bethlehem West Yard Washroom/Locker Room	1936
117	Bethlehem Warehouse No. 9	1937/1941
119	Bethlehem East Yard Washroom	1936
120	North Lumber Shed	unknown

Structures/Buildings without numbers (not mapped)

--	Check House No. 2	1916/1941
--	Union Iron Works Fence	c. 1917
--	Gabled Pier Building	c. 1940
--	Gantry Crane (adjacent to Building 105)	1940's
--	Safety Display Board, left of Bldg. 113 entry	1940's
--	Floating Drydock	1944
--	Double Shipway with 2 Cranes (Northwest Quadrant)	unknown
--	Group of cranes	unknown
--	Field Office (wood, 25x25)	unknown

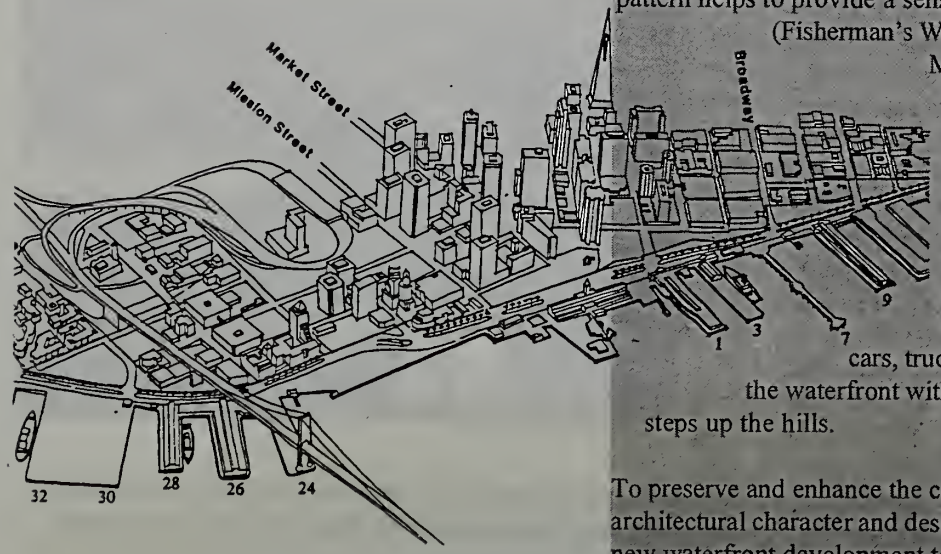
City Pattern

San Francisco's hilly streets, eclectic architecture and magnificent Bay views contribute to the City's renowned urban character. The waterfront, with its arched bulkhead buildings, rectangular finger piers and pattern of piers and open water between them, also is a key element of the City's built form. This section describes how the waterfront contributes to San Francisco's identity, and how its built character can be enhanced through design and architectural criteria applied to new development.

City Pattern

San Francisco has a unique "city pattern" comprised of several elements: water, hills and valleys, open spaces, streets, and buildings and structures such as the piers. The varying juxtapositions of these elements create the physical and visual image and character of San Francisco. The waters of San Francisco Bay and the Pacific Ocean provide a distinct edge to the City along three sides, and affect the City's climate and way of life. The hills provide impressive views of the City and water and, together with the valleys between them, help define the boundaries of the City's neighborhoods. The open spaces provide a natural green contrast to, and respite from, the built areas and often further define the City's neighborhoods. The City streets which overlay the hills, allow movement between districts and provide some of San Francisco's most striking views. And, the City's buildings and structures reflect the character and history of districts and provide orientation points to residents and visitors.

People perceive this city pattern from their homes, streets, parks, the waterfront and the Bay. The pattern helps to provide a sense of identity and place for the seven distinct neighborhoods (Fisherman's Wharf, Base of Telegraph Hill, Downtown, Rincon Hill, South Beach, Mission Bay, and Pier 70) that are adjacent to the waterfront. To weaken or destroy the pattern would adversely affect the image of the City.

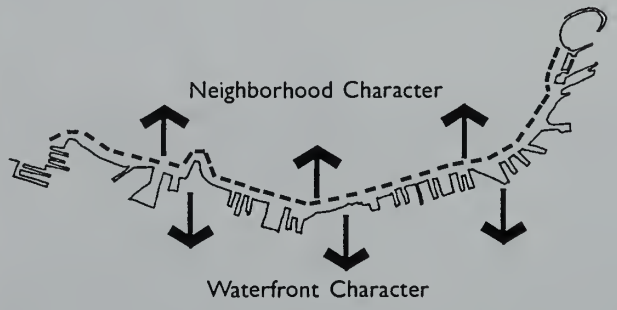


The waterfront contributes to the city pattern in many ways. It is the edge where the City meets the Bay. It provides a comprehensive series of existing or planned open spaces along the waterfront that connect with the City. The Embarcadero roadway serves as one of the City's most important streets because of its bold design, perimeter location, and ability to accommodate movement along the waterfront for transit, cars, trucks, and pedestrians. Finally, the City's layering of structures begins at the waterfront with low buildings that increase in height on inland property as the City steps up the hills.

To preserve and enhance the city pattern, the objectives and design criteria which follow address the architectural character and design considerations for different types of Port property. They will guide new waterfront development to ensure that new waterfront buildings and structures contribute to the form of the City, preserve the character of adjacent neighborhoods, and emphasize the uniqueness of the waterfront.

Architectural Character

Two concepts are continually expressed for all Port property: 1) celebrating the uniqueness of the waterfront and 2) maintaining compatibility with adjacent City neighborhoods. The Embarcadero roadway and other waterfront roadways in Fisherman's Wharf and Mission Bay provide logical division points for these two concepts. The waterfront roadways are a public space where the waterfront edge is present, and the change in city identity and built character can reflect the changes in the natural and built environment.



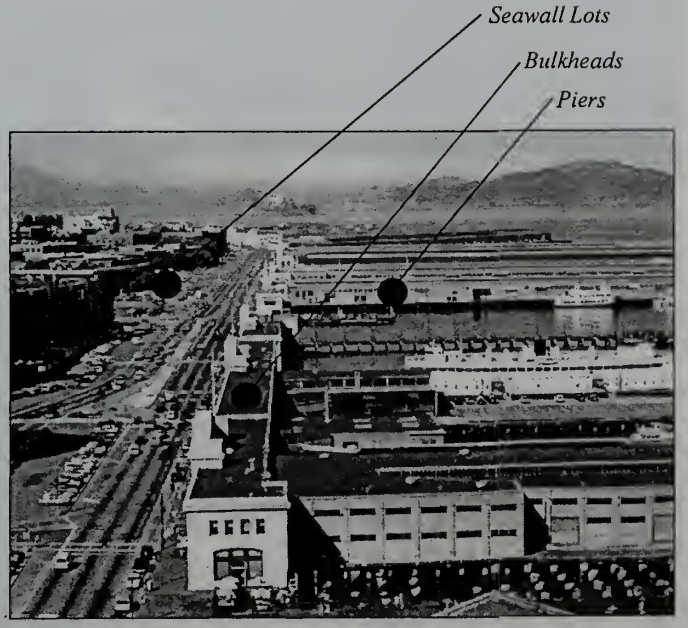
Neighborhood Character

On the land side of The Embarcadero or other waterfront roadway, the character of new development will reflect and enhance the developed character of the adjacent City neighborhoods.

Waterfront Character

On the waterside of The Embarcadero or other waterfront roadway, the character of new development will reflect its unique location at or over the water.

Property Types



There are three distinct types of waterfront property under Port jurisdiction: piers, bulkhead sites, and seawall lots. The piers are the structures that extend out over the water. The bulkhead sites are the areas between the Embarcadero Promenade, or other waterfront roadways, and the piers or water. Many bulkhead sites house structures which provide entrances to the piers. The seawall lots are parcels of land, generally located on the City side of The Embarcadero or other waterfront roadways, which were created when the seawall was built. One can think of each of the three property types as a built layer of the City: the layering begins with the piers in the Bay, continues with the bulkhead sites which mark the edge where the land meets the Bay, and the seawall lots which are part of the city fabric that ultimately extends up the hills of San Francisco. Each property type has its own physical characteristics that are the basis for the design criteria which follow. Together, these properties provide a pleasing transition between land and water, and give the San Francisco waterfront its unique visual identity.

Location of piers along the waterfront

Piers

Today's shoreline contains a variety of piers. The historic "finger piers" (built before 1931) are the most common type of small pier. They are generally 150 feet wide by 600-900 feet long, and approximately 120,000 square feet in area (excluding bulkhead structures). The historic pier sheds are simple industrial warehouse structures with exposed interior framing and regularly spaced roll-up doors for servicing ships. The linear, rectangular shape of the historic finger piers, which generally extend out perpendicularly to the seawall, contribute to San Francisco's unique city pattern.

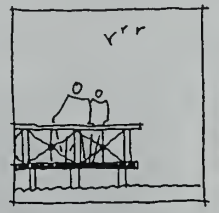
Modern piers vary in size and shape and include a variety of commercial and industrial structures. The BART platform/Ferry Plaza pier has the same approximate area as a "finger pier" but is shorter and wider. Pier 39 is a medium-sized pier with a unique bulb shape framed on two sides by a small boat marina. Pier 27-29 is a triangular-shaped pier with over 500,000 square feet of surface area. Height limits on the piers along the waterfront are generally 40 feet, except Piers 1-5 and the Ferry Building, where the height limit is 84 feet.

The piers now accommodate a variety of activities, including cargo shipping, fishing industry, offices, cruise ship staging, ship repair, excursion boats, warehousing, restaurants, recreation, special events and public access. When new pier development projects are undertaken, the Port will also be able to expand public access onto piers.

Piers along the Northeast Waterfront at the Base of Telegraph Hill

The following policies allow changes to piers that are sensitive to the historic and industrial character of the piers and pier sheds:

Unique Experience



Design development on piers to encourage public access and celebrate the uniqueness of being over water, (e.g. openings within pier decks, transparent or movable exterior walls, views from the interior of large piers to the edge.)

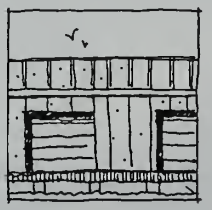
Pier Shape

Design new development involving pier reconfiguration to create pier shapes which visually complement the linear, rectangular form of the historic finger piers and do not detract from San Francisco's unique city pattern.

Linear Form

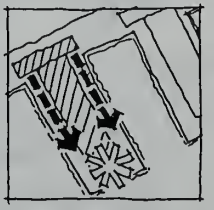
Architecturally emphasize the length and linearity of piers with a rhythm of doors, windows, perimeter lighting, or other pier edge improvements.

Industrial Maritime Character



The architectural character of pier development should respect, but not mimic, the historic industrial/maritime character of the waterfront.

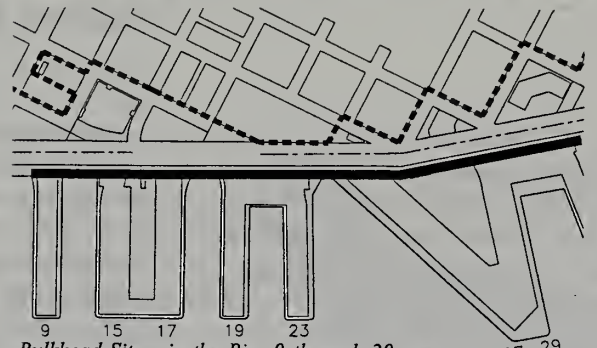
Destination Points



Create pedestrian destination points in new developments on piers including, if feasible, piers in maritime mixed use projects.

Historic Preservation

Further evaluate the historic piers and pier sheds, including the potential for adaptive reuse to develop recommendations for pier preservation.



Bulkhead Sites in the Pier 9 through 29 area.

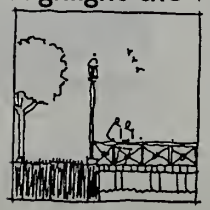
Bulkhead Sites

Bulkhead sites are located on top of the seawall and marginal wharf, between The Embarcadero and the piers. They are generally about 30 feet deep, and contain open space, and modern and historic buildings. The modern bulkhead buildings are generally simple and utilitarian in design. The historic bulkhead buildings, which include connector buildings between piers in certain locations, were built between 1912 and 1936 to hide industrial pier uses behind a regularly spaced series of monumental waterfront structures. Today, they contribute to San Francisco's urban waterfront form and identity in many ways: they define both the edge of The Embarcadero roadway and the edge where land meets the Bay; they serve as the main entrance to their respective piers; and they often create focal points at the terminus of City streets. The highest historic bulkhead building is approximately 55 feet tall. The height limit for new structures on bulkhead sites generally is 40 feet. The following policies of the Design & Access Element seek to ensure that new development on bulkhead sites helps to define The Embarcadero and waterfront edge, and to preserve the architectural rhythm of bulkhead buildings and views between them that is a unique characteristic of the San Francisco waterfront.

Historic Preservation

Preserve bulkhead buildings 1-5, 45 and 48 consistent with the Secretary of Interior's Standards for Historic Preservation. Retain and reuse bulkhead buildings at Piers 9, 15, 19, 23, 29, 31, 33, 35, 26, 28, 38, Pier 43 Ferry Arch and connector buildings at Pier 29 1/2 and 33 1/2. Develop guidelines for rehabilitation.

Highlight the Waterfront Edge

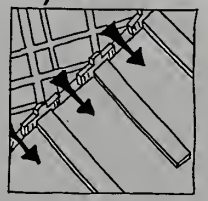


Use design elements such as building placement, materials, etc. to highlight the edge where the City meets the Bay.

Embarcadero Edge & Scale

Where new structures are located on bulkhead sites, create a built edge at or near the Embarcadero Promenade and use strong and bold building forms and detailing to reinforce the large scale of The Embarcadero.

Rhythm of Buildings and Views



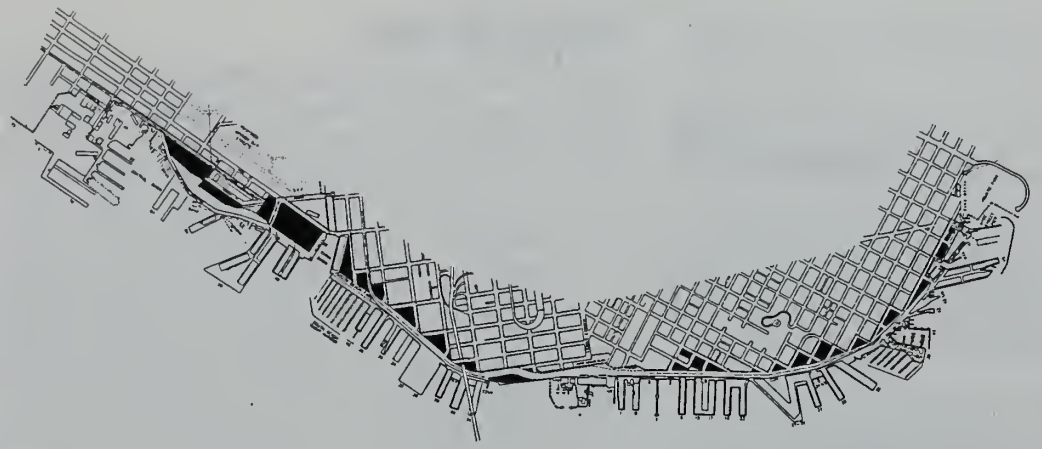
Create a balanced rhythm of buildings and views which is sensitive to the preservation of historic structures.

Arched Openings

Repeat the use of large, central arched openings to pier uses behind the bulkhead buildings.

Historic Context

Design new development that complements and does not detract from the historic bulkhead buildings.



Location of seawall lots on Port property.

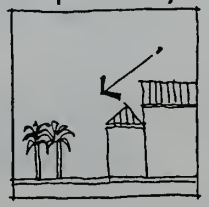
Seawall Lots

Generally, the Port's 50 seawall lots are parcels of land located inland of The Embarcadero or other waterfront streets. They are often triangular or odd shaped lots because of the angle of the intersection of waterfront streets with the City's street grid. Many of the seawall lots and other adjacent parcels were originally developed with warehouses and industries that served the waterfront. Today, most of the seawall lots north of China Basin have been redeveloped with retail, parking, open space, and some residential and office uses.

The height limit for seawall lots north of Vallejo Street (in the Northeast Waterfront and Fisherman's Wharf àreas) and south of China Basin Channel is 40 feet. Seawall lot height limits in the Ferry Building area, up through Broadway, range from minimal structures within the Ferry Building Plaza open space to 84 feet adjacent to downtown. Within the South Beach area, the height limit on seawall lots is 105 feet, except for the ballpark site which is in a 150 foot height district.

Development of the seawall lots must be consistent with the public trust, and should be compatible with the seven City neighborhoods that begin at the waterfront--Fisherman's Wharf, Base of Telegraph Hill, Downtown, Rincon Hill, South Beach, Mission Bay, and Pier 70--each of which has a distinct architectural character that is derived from original or new land uses, building scale, and architectural finishes. The following policies seek to ensure such compatibility.

Respect City Form

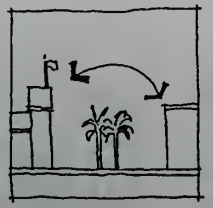


Respect City form by stepping new buildings down toward The Embarcadero or other waterfront roadways.

Neighborhood Scale & Character

New buildings should respect the scale and architectural character of adjacent neighborhoods.

Embarcadero Scale



Use strong and bold building forms and detailing on new buildings to reinforce the large scale of The Embarcadero.

City Street Views

Maintain City street corridor views shown on the City Street View map in Chapter 3.

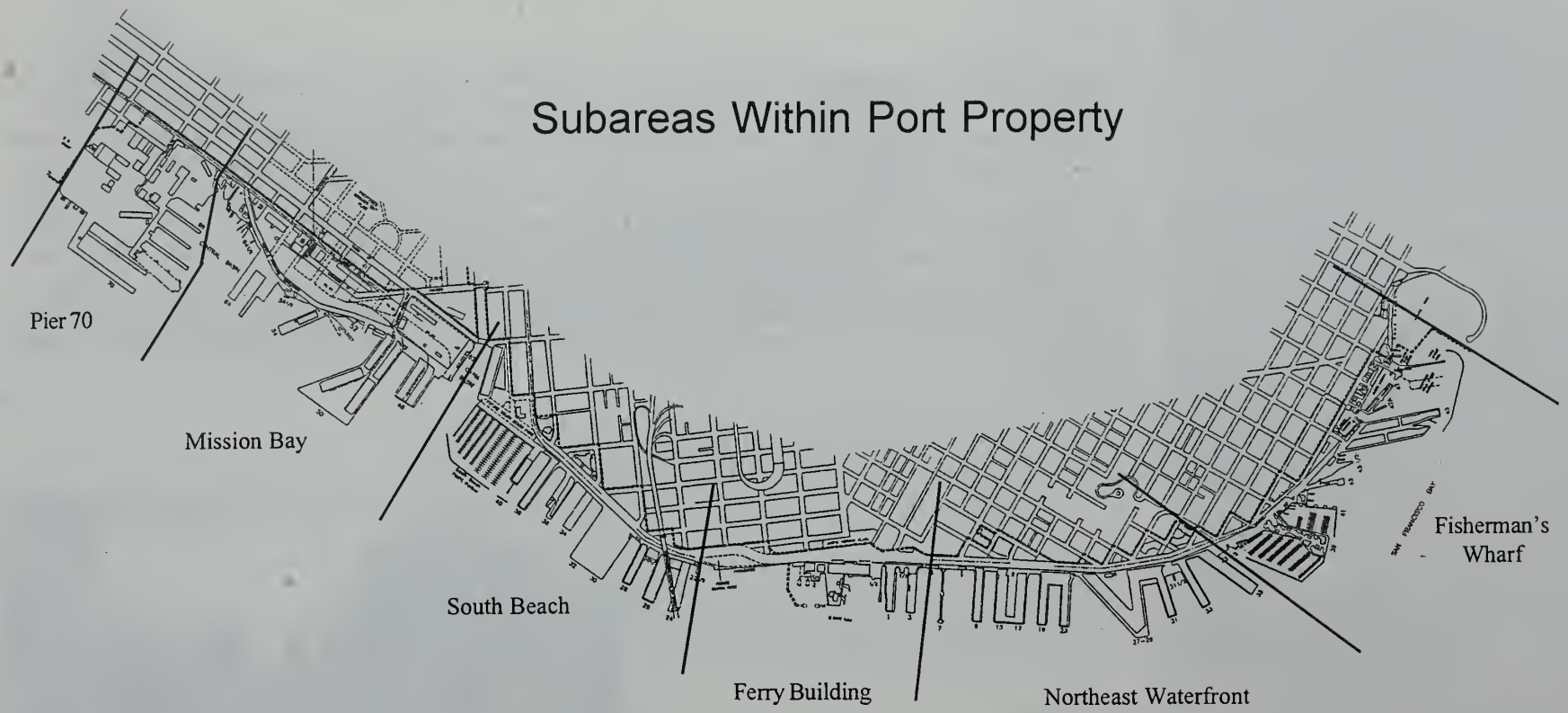
Subarea Design & Access Criteria

Chapter Four

Chapter 4 provides design criteria for specific sites in each of the six "design subareas" of the Port: Fisherman's Wharf; Northeast Waterfront; Ferry Building; South Beach; Mission Bay; and Pier 70. (Design criteria are not included for the area south of Pier 70 because that part of the Southern Waterfront is primarily industrial in nature. The Port's cargo handling facilities are located at Piers 80, 94 and 96. Most of these piers and the areas between and adjacent to them are reserved for long-term container terminal expansion.) The introductory discussion for each design subarea includes background information, a summary of uses from the Waterfront Plan anticipated for each design subarea and key urban design characteristics of the subarea. This information is followed by design criteria which address site and building massing, open space and historic preservation requirements, building orientation, and architectural details that will be incorporated in new development projects for specific sites. The design criteria reinforce the public access & open space, view, historic resource, and city pattern policies described in Chapter 3.

Housing and restaurants on seawall lots in the South Beach Area

Subareas Within Port Property



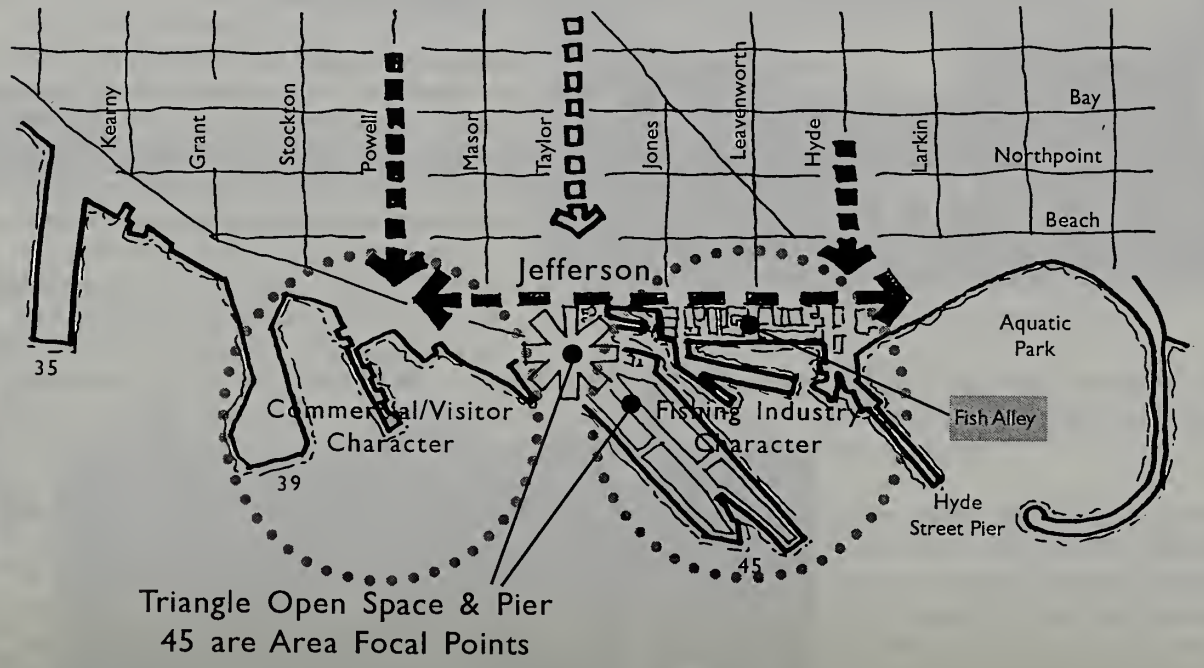
Fisherman's Wharf

Character of the Area:

The Fisherman's Wharf area extends from the swimming and rowing club docks at the east end of Aquatic Park to East Wharf Park, east of Pier 39. The area is characterized by a lively mix of maritime, recreational and commercial uses. But Fisherman's Wharf is best known for its historic and current fishing industry activities. Pier 45, the largest pier in the area, has recently been renovated as a state-of-the-art fish handling facility and is the center of the fishing industry. The Inner and Outer Lagoons contain San Francisco's commercial fishing fleet, sport fishing boats and most of the vessels that provide Bay sight-seeing tours. Plans are underway to develop a new fishing boat harbor with modernized berthing and support facilities east of the Hyde Street Pier. Other sites bordering the Inner Lagoon and at the Hyde Street Pier offer opportunities to create or enhance entrances to existing and planned harbor activities. Other piers to the east are used for ferry and excursion boat operations, recreational boating and commercial recreation uses. The seawall lots in

Urban Design Features:

- Jefferson Street is the commercial "main street" of the area.
- 'Fishing Industry', and 'Commercial Visitor' districts have different character.
- Major open space proposed at the Triangle Lot extending to the water's edge.
- Small scale, incremental development defines architectural character for most of the area.
- The Embarcadero roadway ends at Pier 45.
- Historic character is established by the Pier 45 sheds and bulkheads, the Pier 43 Ferry Arch, buildings associated with the early fishing industry, and the historic ships.



Fisherman's Wharf Highlights Map

Area Focal Point

View to Bay

View to Historic Building

the area house a variety of uses, including fish handling, maritime support activities, visitor oriented commercial recreation uses, public access and open space, offices and parking. Historic buildings are located at Piers 43 (The Ferry Arch) and at Pier 45. In addition, certain one and two-story wooden fish handling sheds (one of which forms the northern edge of Fish Alley on Seawall Lot 303), dating from the early 1900's, contribute to the historic maritime character of Fisherman's Wharf.

Fishing Boats at the Inner Lagoon

The unique character of Fisherman's Wharf comes not only from this mix of uses, but also from its eclectic mix of architectural styles and materials. The scale and size of buildings on the seawall lots and in the adjacent upland neighborhood is generally small. With the exception of the Pier 39 garage and the Blue Shield office building, most buildings do not exceed two stories and, because most buildings are 25-50 feet wide, there are frequent changes in building form and street facades. Along Jefferson Street, architectural changes to building fronts occur as frequently as every ten feet. Some small-scale buildings are interspersed with mid-block alleys that provide pedestrian passages to the water's edge. Arcades and awnings extend out over the sidewalks on the north side of Jefferson Street and west side of Taylor Street to protect crab pots serving up lunch to visitors and workers in the area.

There are also a variety of public access and open spaces in Fisherman's Wharf. Most of the waterfront edge already is publicly accessible from Pier 39 to Pier 45. From the waterfront edge, visitors enjoy spectacular views of the Bay, Alcatraz, cavorting sea lions, historic ships and fishing operations. At the west end of the Wharf, swimming and rowing clubs provide water recreation opportunities in Aquatic Park and additional public access to the Bay. The City is nearing completion of the F-line historic street car, which will provide public transit along The Embarcadero to serve these exciting activities as well as new public access, retail, visiting ships and other activities called for in the Waterfront Plan.

Commercial recreation at Pier 39

Waterfront Land Use Plan Objectives:

The Waterfront Plan's priority for Fisherman's Wharf is to support and enhance the fishing industry by, for example, developing the new Hyde Street Fishing Harbor. The Plan also recognizes and reinforces the synergy between historic fishing operations and visitor-serving activities which has made the Wharf one of the top visitor attractions in the United States. The Plan further encourages other maritime activities including ferry and excursion boats, historic ships and water recreation activities at Aquatic Park.

The Port will work with its Fisherman's Wharf Environmental Quality Advisory Committee and ensure that any improvements within or adjacent to the Bay include water quality protective measures as needed to comply with all applicable environmental and water quality laws and regulations. In addition, new construction or facility improvement projects will comply with any storm water drainage policies adopted by the Port Commission.

Summary of Design & Access Objectives:

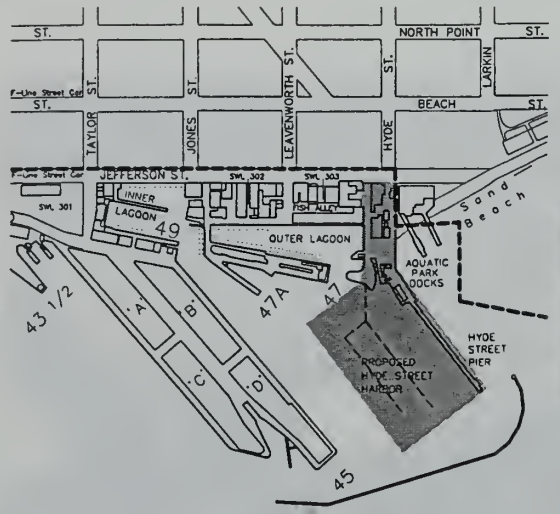
Jefferson and Taylor Streets in the Fisherman's Wharf Area

Objectives for this area emphasize the importance of enhancing fishing operations, while also improving the public's enjoyment of Fisherman's Wharf. Towards this end, Pier 45 will continue to be the dominant pier in the area, preserved according to the Secretary of the Interior's Standards for Rehabilitation. Jefferson Street will be enhanced as the commercial main street of the Wharf. Design features will emphasize entries from Jefferson Street into the core of the future Fisherman's Wharf/ Triangle Lot open space. Views of the Bay from the Powell and Mason Street corridors will be protected and new signage will depict the area's historic and current use as a commercial fishing center. The Pier 43 Ferry Arch, a visually prominent focal point in the Wharf, will be retained. Fish Alley facilities associated with the early fishing industry will be further studied and efforts made to retain them for fishing industry uses. In addition, the design of new development will continue the area's incremental scale of development and mix of historic architectural elements, and pedestrian-scaled buildings, alleys and waterfront edge.

Perhaps the most dramatic improvements will be increased public access and open space. The Port will work with the Fisherman's Wharf community to develop a public plaza on the Triangle Lot (Seawall Lots 300 and 301) which will be financed by commercial development on approximately 30% of the site. Future plans include ultimately relocating the existing Triangle Lot parking in an underground garage. This new plaza will become a center for Wharf activities and will be used for special events, as well as for everyday enjoyment of the Wharf. Additional design criteria call for extending open space from the Triangle Lot to the Bay on Pier 43½ if further funding sources are identified and tenant lease concerns are addressed. There will also be improved access on waterfront edges throughout the Wharf, where such access will not interfere with fishing and other maritime operations. Views of the Bay, historic buildings or new waterfront architecture will be preserved or created along Hyde, Leavenworth, Jones, Taylor, Mason, Powell and Kearny Streets.

Design Criteria

HYDE STREET PIER & FISHING HARBOR



This is the site of the proposed Hyde Street Harbor for the fishing industry and the existing San Francisco Maritime National Historic Park on the Hyde Street Pier, both of which contribute to the continued maritime character of the area.

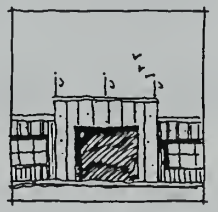
Site

MASSING: The massing and design of new structures should allow views of the Bay or harbor activities through or between buildings at central entrances and at intervals throughout the Harbor or Pier.

PIER SHAPE: The shape and design of the proposed Hyde Street Harbor and land-based improvements should reflect fishing industry berthing and servicing needs, and include protective measures to comply with all applicable water quality environmental laws and regulations.

VIEWS: Maintain and create views from Hyde Street of the Bay, historic ships and future fishing boat berthing.

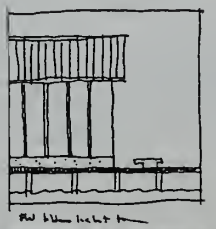
Orientation



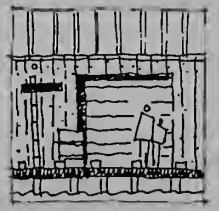
ENTRANCE: When there is substantial bulkhead site coverage, the main pier entrance should be through large central openings.

Architectural Details

CHARACTER -- Industrial: Materials, style, and detailing should reflect, but not mimic, the industrial character typical of fishing industry or other maritime structures (e.g. painted wood, metal, or concrete siding, simple detailing, authentic materials.)



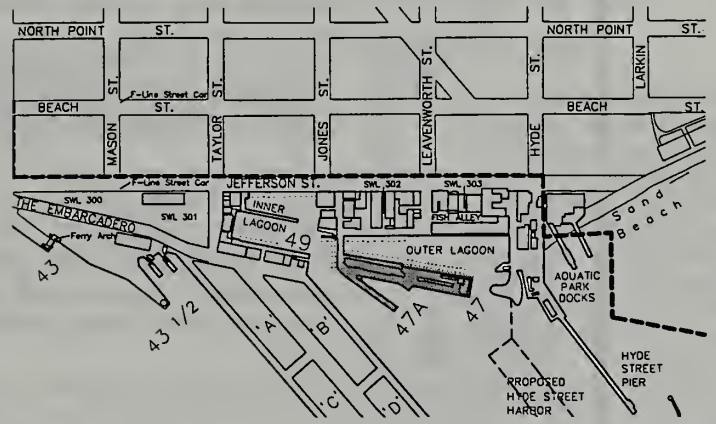
COLOR: Color of structures should primarily be light tone.



PUBLIC EDGE: Edge improvements for the proposed Hyde Street Harbor should consist of features and materials that serve the needs of the commercial fishing industry. Benches, signage and other public access improvements should blend with fishing industry features. These improvements, and any trash collection and service areas will include appropriate water quality protective features.

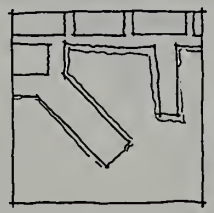
Design Criteria

PIER 47 - 47A



Pier 47 and 47A are used for fishing, maritime support uses and public access. In addition, a restaurant is located on Pier 47. Pier 47A is being repaired as a support facility for the fishing industry, and a public access area with views of the Bay, the City and fishing operations on Pier 45.

Site

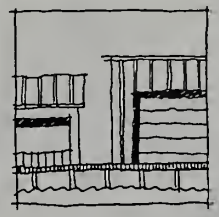


SITE COVERAGE: Location of pier improvements should first meet fishing industry berthing and servicing needs and include protective measures to comply with all applicable water quality environmental laws and regulations.

MASSING: Any new building massings should include breaks for frequent visual and pedestrian access to the waterfront.

OPEN SPACE: Provide public access along all pier edges where it does not conflict with fishing industry operations.

Architectural Details



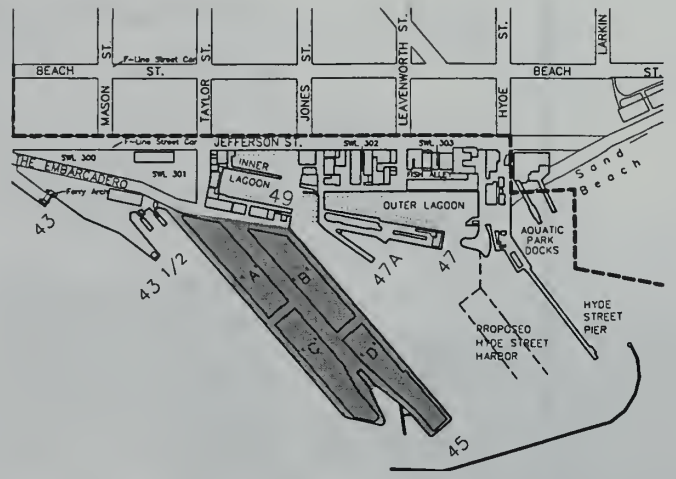
ARTICULATION: Use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.

CHARACTER -- Industrial: Materials, style, and detailing should reflect, but not mimic, the industrial character typical of fishing industry or other maritime structures (e.g. painted wood, metal, or concrete siding, simple detailing, authentic materials.)

PUBLIC EDGE: New railings or other edge treatments should reflect the industrial character of fishing industry or other maritime uses, should be as transparent as possible, and should include appropriate water quality protective measures.

Design Criteria

PIER 45



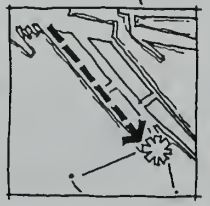
Pier 45 is the longest and largest pier in the Fisherman's Wharf area and home to the commercial fishing industry. Sheds on the west side of the pier were recently rehabilitated by the Port for fish handling operations. The west pier apron and central "valley" between the piersheds are also used by fishing industry businesses. Sheds on the east side are used for parking and special events, and are the subject of a community based planning study to determine long term uses.

Site

PIER 45: Preserve Pier 45's historic bulkhead facades and sheds, consistent with The Secretary of the Interior's Standards for Rehabilitation. Pier 45 should continue to be the dominant pier form in the Fisherman's Wharf area.

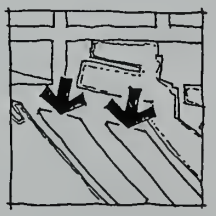
VIEWS: Preserve view of the Pier 45 Shed A bulkhead from Taylor Street.

Site (Continued)



OPEN SPACE--East Apron: Provide public access along the east apron of Pier 45 where it does not conflict with fishing industry operations. Include protective measures to comply with all applicable water quality environmental laws and regulations.

Orientation

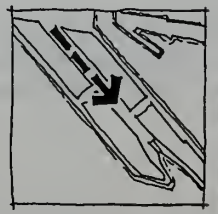


ENTRANCE: Make every effort to locate main entrances to any new public uses through the existing central openings of the sheds A & B facades.

Architectural Details

CHARACTER -- Industrial: Materials, style, and detailing should reflect the industrial character typical of fishing industry and nearby maritime buildings.

Service

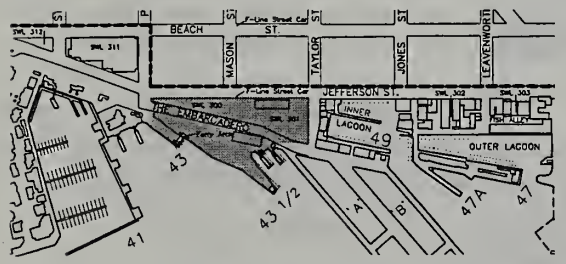


SERVICE: Provide service access from the central valley, if compatible with access needs of individual fish handling operators on Pier 45. Secure trash collection facilities, and incorporate appropriate measures to comply with all applicable water quality environmental laws and regulations.

Design Criteria

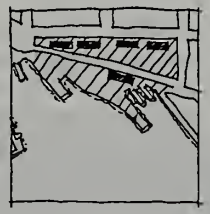
TRIANGLE LOT & PIERS 43 & 43 1/2

(Seawall Lots 300 & 301 are the Triangle Lot)



The Triangle Lot provides the opportunity to create a major new open space at Fisherman's Wharf, activated and financed by a festive "Market Hall" on 30% of the parking lot now occupying most of the site. An underground garage would maintain needed parking in the area and contribute the remaining funding to develop the open space. The Port must work closely with the community to address short-term construction impacts and provide long-term management of this public space to ensure it becomes an asset for Fisherman's Wharf. Cable car service will be relocated to this site or nearby. Further efforts will be made to identify funding sources to finance expansion of the Triangle Lot open space to the adjacent Pier 43 1/2 which is under a long term lease. Until these goals can be realized, the Port will continue with incremental pedestrian circulation & access improvements in this area.

Site

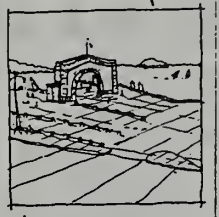


SITE COVERAGE -- Open Space: Reserve 70% of site for future public access and open space uses. Work with the affected Port tenants and Fisherman's Wharf community to determine open space design and develop a program to meet interim parking, vehicular circulation and other operational needs of affected businesses during the construction period.

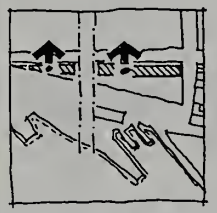
SITE COVERAGE -- Open Space: Increase open space and provide a Bay edge on Pier 43 1/2 by reducing or relocating parking off-site, if additional funding sources become available and long-term tenant lease issues are resolved. Include storm water drainage measures in open space improvement projects in accordance with any storm water drainage policies adopted by the Port Commission.

VIEWS: Preserve views of the Bay through or adjacent to the Triangle Lot and Pier 43 1/2 from Mason and Powell Streets.

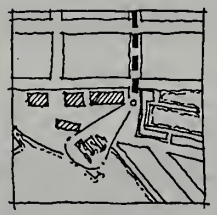
Site (Continued)



HISTORIC PRESERVATION -- Ferry Arch: Retain the Pier 43 Ferry Arch and develop more specific guidelines for its preservation and reuse.



MASSING -- Jefferson Street: Reinforce the "main street" character of Jefferson Street by locating new buildings at or near the street. Maintain views and entrances from Powell, Mason, and Taylor Streets.



MASSING -- Taylor Street: New building massing should allow views between buildings from Taylor Street to the Pier 43 1/2 waterfront.

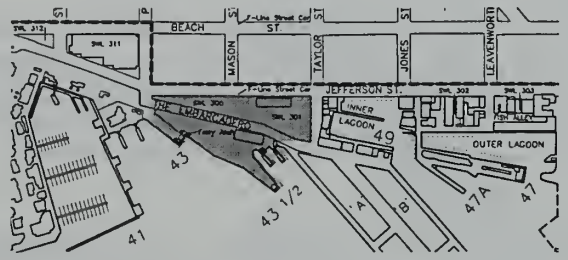
MASSING -- Scale: Recognize the established neighborhood scale by limiting apparent building mass to 1/2 block size to create an image of multiple buildings per block.

MASSING -- Views Through: New development on Jefferson Street or on the interior of the site should include exterior pedestrian or service ways that are oriented toward the Bay and views of the Pier 43 Ferry Arch between larger building massings.

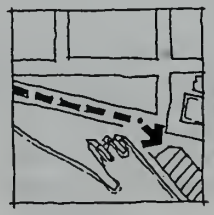
TRIANGLE LOT & PIERS 43 & 43 1/2

(Seawall Lots 300 & 301 are the Triangle Lot)

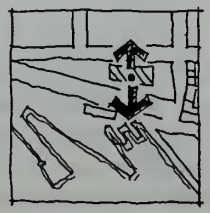
-- Continued from previous page --



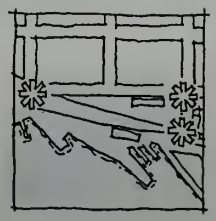
Orientation



ORIENTATION -- Embarcadero: Maintain access to Pier 45 from The Embarcadero. Recognize the terminus of The Embarcadero at Pier 45 with a sculpture or other public access feature.



ORIENTATION -- To Street and Bay: Proposed Jefferson Street market hall, should be oriented to both the Triangle Lot plaza and to the street.



ORIENTATION -- Intersection Corners: Provide entry and identity features for the Fisherman's Wharf area at intersection corners.

Architectural Details

ARTICULATION: Along Jefferson Street, use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.

TRANSPARENCY: Avoid blank ground floor walls by providing views into and through the ground floor of buildings.

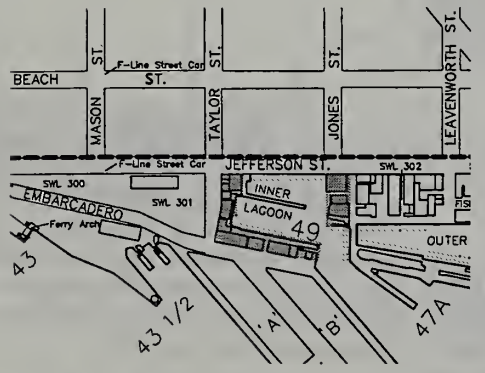
CHARACTER -- Industrial: Materials, style, and detailing should reflect, but not mimic, the industrial character typical of fishing industry or other maritime structures (e.g. painted wood, metal, or concrete siding, simple detailing, authentic materials.)

PUBLIC EDGE: New railings should reflect the industrial character of fishing industry or other maritime uses and be as transparent as possible. These improvements and any trash collection facilities will include appropriate protective measures to comply with all applicable water quality environmental laws and regulations.

Design Criteria

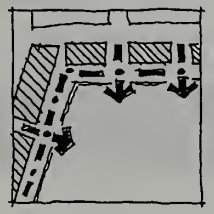
INNER LAGOON

Bulkhead Sites Bordering the Inner Lagoon



Sites bordering the Inner Lagoon with access to both the lagoon and adjacent streets or alleys.

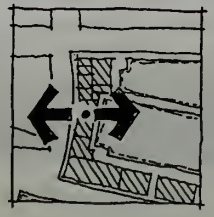
Site



SITE COVERAGE: Include exterior service or pedestrian ways in new development to provide views and pedestrian access to the water.

MASSING: Complement the established scale of the adjacent neighborhood by providing breaks or changes in building massings at 1/4 block intervals (minimum) by varying building form (e.g. changes in height, setbacks).

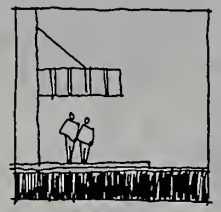
Orientation



ORIENTATION -- Street and Lagoon: Commercial visitor-serving uses should be oriented to both the street and the Lagoon. As opportunities arise, create or enhance exterior service or pedestrian access between buildings to the lagoon.

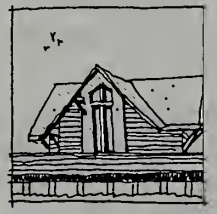
Architectural Details

ARTICULATION: Use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.



CHARACTER -- Structures Over Sidewalk: Allow awnings or arcades to extend commercial activities onto and over the sidewalk areas.

CHARACTER -- Industrial: Materials, style, and detailing should reflect, but not mimic, the industrial character typical of fishing industry structures. (e.g. painted wood or metal siding, simple detailing, authentic materials.)



CHARACTER -- Accent the Chapel: Use colors that are different than surrounding building to emphasize the chapel at the foot of Pier 45.

TRANSPARENCY: Avoid blank ground floor walls by providing views into and through the ground floor of buildings.

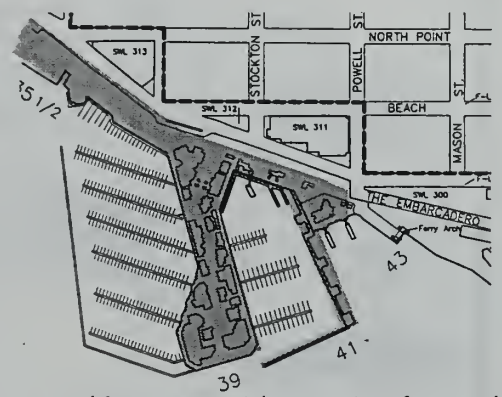
Service

TRASH ENCLOSURES: Use fences or other lockable enclosures to screen trash facilities from public view. Incorporate appropriate measures to comply with all applicable water quality environmental laws and regulations.

Design Criteria

EAST WHARF PARK AND PIERS 41 & 39

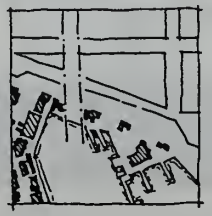
and Adjoining Area From the Seawall to the Embarcadero



Pier 39 and Pier 41 are used for commercial recreation, ferry and excursion boats, recreational boat marina, public access and open space.

Site

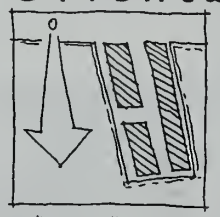
OPEN SPACE: Maintain the existing open spaces at East Wharf Park and Pier 41, and the continuously accessible waterfront edges throughout the area.



SITE COVERAGE -- Street Views: To protect views of the Bay, new ancillary structures should be located outside the Powell and Kearny Street corridors.

MASSING: Any new building massings should include breaks for frequent visual and pedestrian access to the waterfront.

Orientation



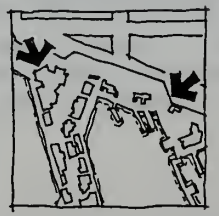
ORIENTATION -- Bay Views: To maximize views of the Bay, orient the long edge of any new piers or buildings parallel to view.

Architectural Details

CHARACTER -- Industrial: Materials, style, and detailing should reflect, but not mimic, the industrial character typical of fishing industry or other maritime structures (e.g. painted wood, metal, or concrete siding, simple detailing, authentic materials.)

PUBLIC EDGE: New railings or other edge treatments should reflect the industrial character of fishing industry or other maritime uses, should be as transparent as possible, and incorporate appropriate protective measures to comply with all applicable water quality environmental laws and regulations.

Service

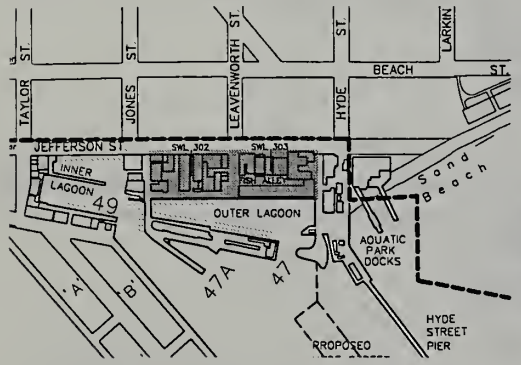


SERVICE: Avoid new service access along the waterside of piers that conflicts with public access.

TRASH ENCLOSURES: Use fences or other lockable enclosures to screen trash facilities from public view. Incorporate appropriate water quality protective measures to comply with all applicable water quality and environmental laws and regulations.

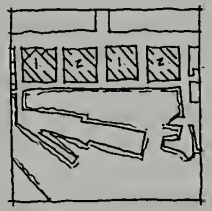
Design Criteria

SEAWALL LOTS 303 & 302

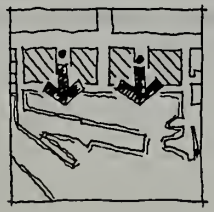


This area contains an eclectic variety of small scale structures housing restaurants and shops (primarily along Jefferson Street), and small warehouses (in the interior blocks including historic Fish Alley), many of which currently and, under policies in the Waterfront Plan, are encouraged to continue to serve the fishing industry. The design criteria focuses on preserving the small scale, industrial and historic maritime character of development on these blocks.

Scale



MASSING: Complement the established scale of the adjacent neighborhood by providing breaks or changes in building massings at 1/4 block intervals (minimum) by varying building form (e.g. changes in height, setbacks, roof forms).



SITE COVERAGE: Any infill development should include exterior service or pedestrian ways to allow views and pedestrian access to the water where compatible with fishing industry operations.

Orientation

EDGE -- Jefferson Setback: Allow 0' to 15' setbacks along Jefferson Street to create variety in the street wall.

Architectural Details

ARTICULATION: Use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.

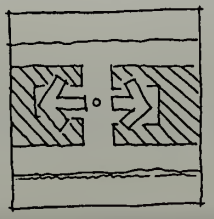
Historic Preservation: Evaluate shed buildings at 2909, 2915, and 2921 Jones Lane and the fish handling building on the north side of Fish Alley to develop recommendations regarding their potential for rehabilitation and adaptive reuse. Make strong efforts to retain them for fishing industry use.

CHARACTER -- Jefferson Street: Along Jefferson Street, avoid blank ground floor walls by providing views into the ground floor of buildings. Allow awnings or arcades to extend commercial building activities onto and over the sidewalk areas.

CHARACTER -- Industrial: Materials, style, and detailing should reflect the industrial character typical of fishing industry structures, (e.g. painted wood or metal siding, simple detailing, authentic materials.)

PUBLIC EDGE: Edge improvements should consist of features and materials that also serve the needs of the commercial fishing industry and incorporate appropriate protective measures consistent with all water quality environmental laws and regulations. Any necessary benches, signage and other public access improvements should blend with fishing industry features.

Service

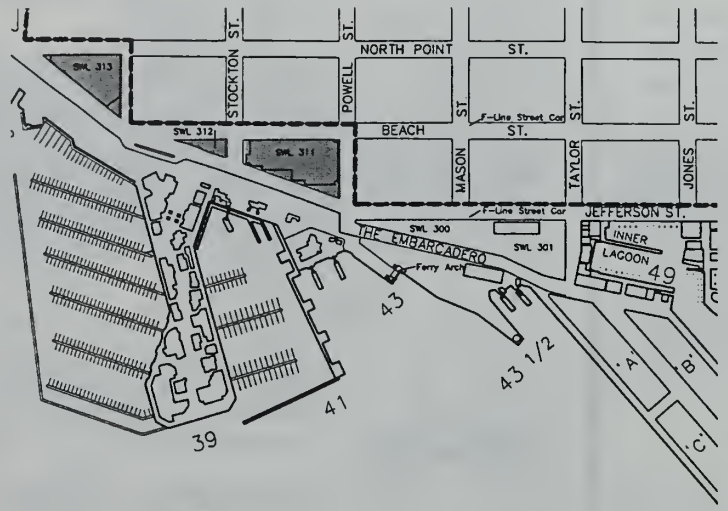


SERVICE: Provide service access from interior alleys or north/south streets if feasible.

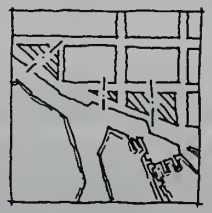
TRASH ENCLOSURES: Use fences or other lockable enclosures to screen trash facilities from public view, and incorporate appropriate water quality protective measures to comply with all water quality environmental laws

Design Criteria

SEAWALL LOTS 313, 312, & 311

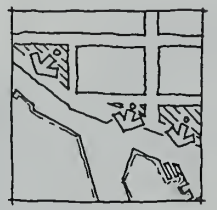


Site



MASSING: Complement the established scale of the adjacent neighborhood by providing breaks or changes in building massings at 1/2 block intervals (minimum) by varying building form (e.g. changes in height, setbacks).

Orientation



ORIENTATION -To Embarcadero: Orient primary uses and pedestrian entrances toward The Embarcadero.

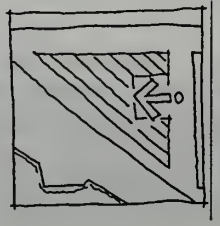
ENTRY: Use recessed bays, awnings or other architectural treatments to provide a clear expression of pedestrian entrances.

Architectural Details

ARTICULATION: Use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.

TRANSPARENCY: Avoid blank ground floor walls by providing views into the ground floor of buildings.

Service



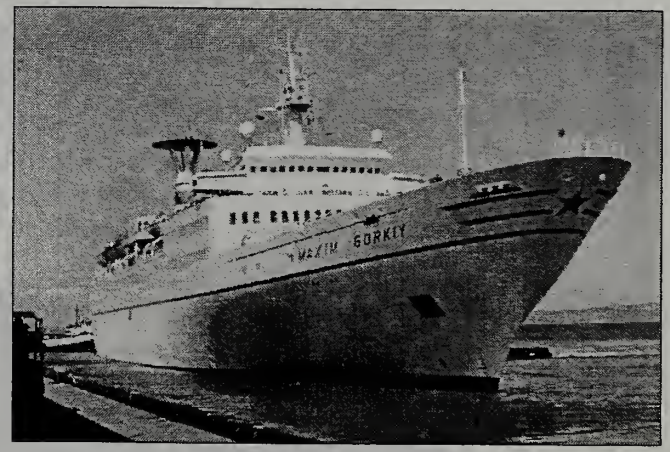
SERVICE: Avoid service, parking, and autocourt entries from The Embarcadero.

The area's unique character is derived, in part, from the buildings in adjacent Northeast Waterfront Historic District which were developed to serve maritime activities from the 1850's to the first half of this century. The handsome brick (pre-1906) and concrete (post 1906) buildings which remain today vary in height from approximately 6 stories (at the foot of Telegraph Hill) to a maximum of four stories (at The Embarcadero), and are used for office and other commercial uses. Common building characteristics in this historic area include large building bulk, minimal architectural detailing, and repeated use of vertically-shaped window and door openings. New mid- to high-rise multi-unit housing also has been developed at the north end of this area on non-Port property.

Pier 7, the public access pier and open water basin located at the foot of Broadway, currently is the most prominent open space in the area. Pier 7 and its marginal wharf will remain the principle public access for the foot of Broadway area. Significant public access also occurs along the Embarcadero Promenade. Views of the Bay and maritime activities are provided between many bulkhead buildings. However, between Piers 29-35, public access and Bay views are limited by historic bulkhead/connector buildings.

Waterfront Land Use Plan Objectives:

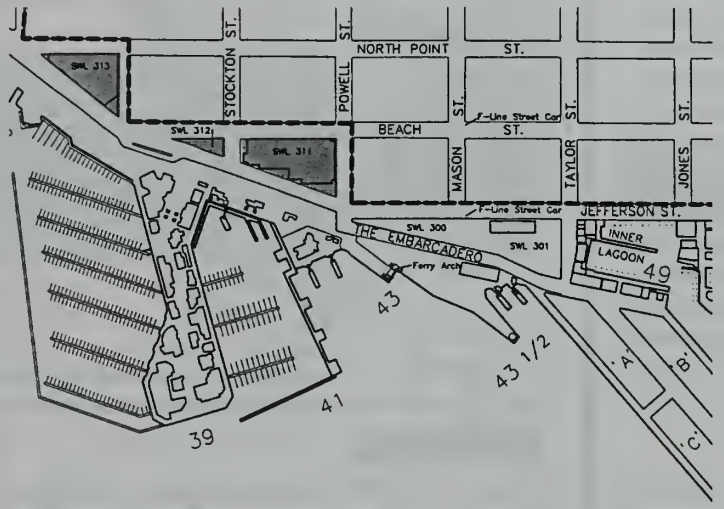
The Waterfront Plan acknowledges that this former maritime and industrial district has evolved into a new urban neighborhood. However, Piers 15 - 17, 19 - 23 and 27 - 29 are designated "Transitional Maritime" facilities in the Plan to reflect their continued use for industrial cargo shipping and cargo support operations. If it is determined that these facilities no longer are needed for cargo-related activities, the Waterfront Plan encourages reuse of these piers. Any new, mixed-use pier developments will include commercial recreation activities along with excursion boats, cruise ships, or other maritime uses, and major increases in public access. New development on adjacent inland sites will complement the area's evolving mixed-use residential and commercial neighborhood.



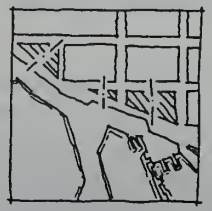
Cruise Ship along Pier 35

Design Criteria

SEAWALL LOTS 313, 312, & 311



Site



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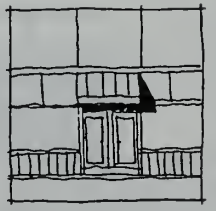
Orientation

ORIENTATION -To Embarcadero: Orient primary uses and pedestrian entrances toward The Embarcadero.



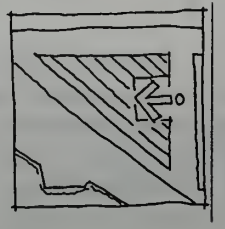
ENTRY: Use recessed bays, awnings or other architectural treatments to provide a clear expression of pedestrian entrances.

Architectural Details

ARTICULATION: Use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.

TRANSPARENCY: Avoid blank ground floor walls by providing views into the ground floor of buildings.

Service



SERVICE: Avoid service, parking, and autocourt entries from The Embarcadero.

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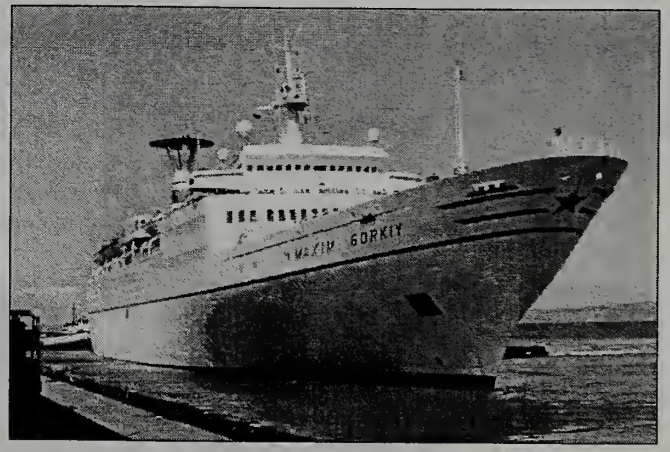
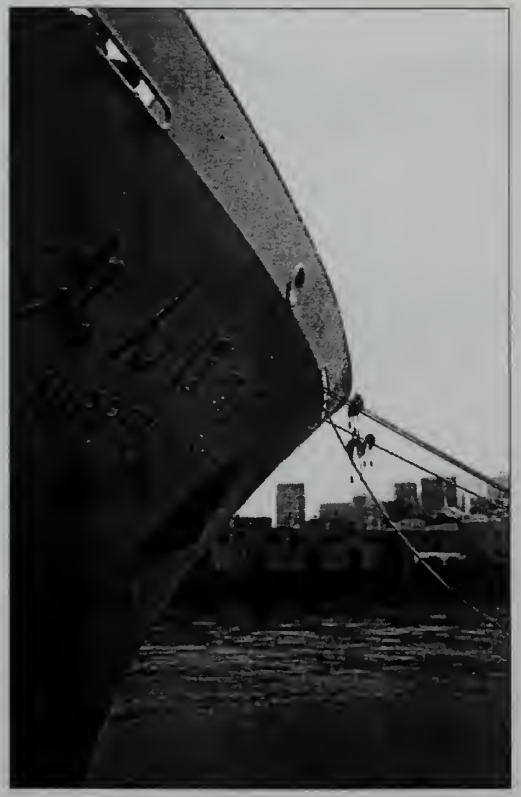
The Waterfront Plan acknowledges that this former maritime and industrial district has evolved into a new urban neighborhood. However, Piers 15 - 17, 19 - 23 and 27 - 29 are designated "Transitional Maritime" facilities in the Plan to reflect their continued use for industrial cargo shipping and cargo support operations. If it is determined that these facilities no longer are needed for cargo-related activities, the Waterfront Plan encourages reuse of these piers. Any new, mixed-use pier developments will include commercial recreation activities along with excursion boats, cruise ships, or other maritime uses, and major increases in public access. New development on adjacent inland sites will complement the area's evolving mixed-use residential and commercial neighborhood.



Cruise Ship along Pier 35

Summary of Design & Access Objectives:



The objectives ensure that, as the land use evolution continues, new development is compatible with existing historic resources and enhances the historic and maritime character of the area. Toward this end, bulkhead buildings at Piers 9, 15, 19, 23, 29, 31, 33 and 35, and Pier 29 1/2 and 33 1/2 connector buildings will be retained and reused. In addition, Piers 9, 15, 19, 23, 31 and 33 will be included in a pier preservation study to develop recommendations for preservation as units with their bulkheads, adaptive reuse, and/or replacement. The pier preservation recommendations also will inform future decisions regarding the potential development of mixed use maritime projects on Piers 15 - 29. Prior to approval of such new development, a Pier 15 - 29 Special Planning Study, described below, must be completed.

Development on the waterside of The Embarcadero should reflect its unique waterfront location with building forms and detailing expressing the maritime and industrial character of the area. New development projects on seawall lots should continue the architectural character established by the adjacent Northeast Waterfront Historic District. Buildings fronting The Embarcadero should express the boldness and grandeur of The Embarcadero through strong building forms and details that accentuate the curve of the roadway.

View towards waterfront on Green Street

Existing waterfront views between bulkhead buildings will be preserved. In addition, the Port will create at least two new view openings through or between the historic bulkhead/ connector buildings between Piers 29-35. At least one of these openings will be through the Pier 33 1/2 historic connector building. Street views of the Bay, historic buildings, or water-

front architecture will be preserved or created from North Point, Bay, Chestnut, Green, Sansome Streets and Broadway.

To further address public access and open space needs in the areas between Piers 15-29, the Port, in coordination with the San Francisco Planning Department and BCDC, will prepare and adopt a "Special Planning Study". This Pier 15-29 Special Planning Study, which must be completed prior to new development on Piers 15-17, 19-23, or 27-29, will determine:

1. The location and size of a major new open space ("Northeast Wharf") in the area of Piers 15 to 27;

2. The location and configuration of new piers;

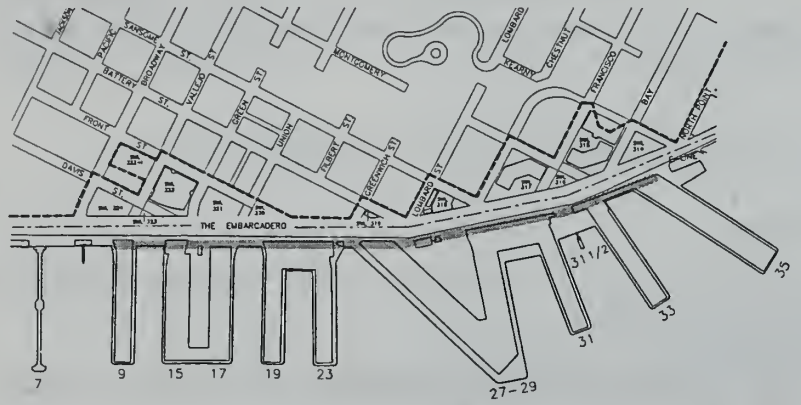
3. The removal of up to 210,000 square feet of pier area to create new open water in the Pier 15-35 area, of which at least 120,000 square feet would be removed between Piers 15 and 29.

4. Any other criteria deemed necessary to meet open space, view, city pattern, maritime, historic preservation, architectural design or other plan objectives.

To address the above issues, this Chapter includes initial recommendations which will be considered along with other possible design solutions identified during the Pier 15-29 Special Planning Study. Additional factors to be considered during this Special Planning Study to meet the above objectives include structural condition of facilities, financial feasibility, economic development opportunities and compatibility of reuse with the Waterfront Plan land use objectives for these piers.

Design Criteria

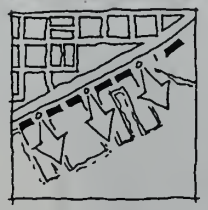
BULKHEAD SITES 35 - 9



The historic bulkhead and connector buildings will be retained and reused to reinforce the edge of The Embarcadero Promenade and to frame open spaces and views of the Bay and maritime activities.

Site

HISTORIC PRESERVATION: Retain and reuse Bulkheads 9, 15, 19, 23, 29, 31, 33, and 35, and connector buildings 29 and 33. Develop guidelines for rehabilitation.

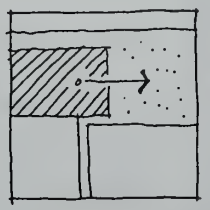


MASSING -- Views: Preserve existing views of the Bay and maritime uses between bulkhead buildings at Pier 9 and 15, 17 and 19, and 31 and 33. Create additional views to the Bay through an opening in the Pier 33 1/2 connector building; through an additional bulkhead building opening between Piers 29 and 35; and between or within other bulkhead and connector buildings per the "View Interval" policy in Chapter 3.

VIEWS: Preserve or create views of historic bulkhead buildings or architecture with a waterfront identify from North Point, Bay, Chestnut, Green and Sansome Streets.

Site (Continued)

ENTRY -- Central Arch: Utilize arched entries of existing bulkhead buildings for access to major pier or bulkhead uses. For new development, consider use of an oversized central entrance for main uses.



ENTRY -- Bulkhead Sides: To provide activity on marginal wharves, consider opening side of bulkhead buildings, consistent with historic character of structures and scale, size, and detailing of other openings.

EDGE -- Embarcadero: Where replaced, structures should be located to form an edge to the Embarcadero Promenade. Building facades facing The Embarcadero should reinforce the large scale of the street with bold forms, deep recessed openings, and strong detailing (with form and detailing exceptions for maritime buildings.)

Architectural Details

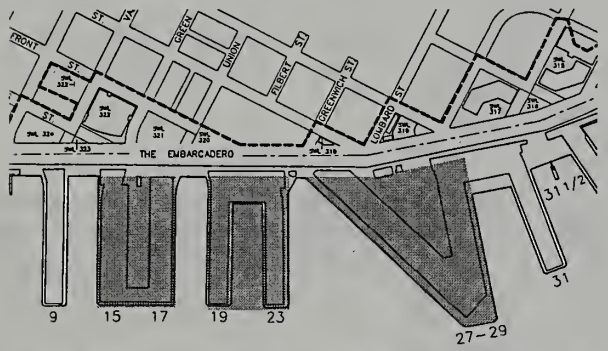
CHARACTER -- Historic: Modifications should preserve the historic character defining elements of historic buildings.

CHARACTER -- Waterside: Improvements and openings on the waterside of bulkhead buildings should have simple and regular forms, use materials compatible with pier improvements, and not detract from character defining elements of historic buildings.

COLOR: Color of structures should be primarily light in tone.

Recommendations

PIERS 29 - 15



NOTE: Piers 15-17, 19-23 and 27-29 will be further analyzed in a Pier 15-29 Special Planning Study. The Special Planning Study must be completed prior to new development on any of these piers and will determine the site of a major new "Northeast Wharf" open space; whether and which historic piers should be retained; the location and form of new piers; the location of up to 210,000 square feet of pier area to be removed to create views of open water; and any other criteria deemed necessary to meet access and open space, view, historic preservation, architectural design, or other urban design policies of this Element.. The design recommendations described below are were developed by the Technical Advisory Committee. These and other possible approaches will be considered during the Pier 15-29 Special Planning Study.

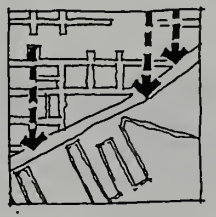
TAC Recommendations

Site

HISTORIC PRESERVATION: Evaluate Piers 15, 19 and 23 in a comprehensive pier preservation study to develop recommendations for which historic piers and sheds should be preserved as units with their bulkheads and adaptively reused.

VIEWS: Keep Green, Lombard and Chestnut Streets free of obstructions to preserve views of historic buildings or future architecture with waterfront identity.

Site (Continued)

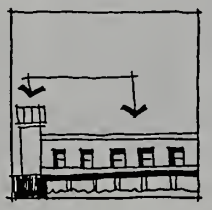


PIER SHAPE: Any modification to pier shape should respect and complement the linear, finger pier shapes along the Northeast Waterfront. New piers and buildings should have similar characteristics.

Orientation

ORIENTATION -- Pier 27: New development on Pier 27 should be oriented towards The Embarcadero and a potential large public open space at the base of Pier 27. Main vehicular access and service should be in the interior of the pier or along the north edge.

Architectural Details



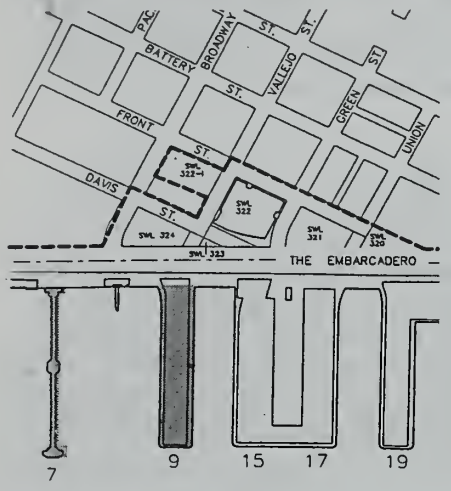
CHARACTER -- New Development: Where adaptive reuse is not feasible, design new development so that it does not visually compete with historic bulkhead buildings. Locate strong architectural forms at an appropriate distance from historic bulkheads.

TRANSPARENCY: Maximize transparency of pier edges that face adjacent open spaces, where compatible with maritime uses and consistent with the architectural character of pier sheds.

PUBLIC EDGE: Coordinate architectural treatment of public access edge improvements with those of adjacent major open spaces.

Design Criteria

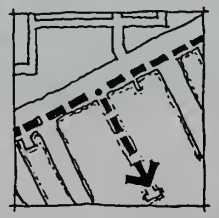
PIERS 9 AND 7



Pier 7 is a 900-foot public access pier. Pier 9 is the permanent home of the San Francisco Bay Bar Pilots and a variety of short-term office and warehouse uses.

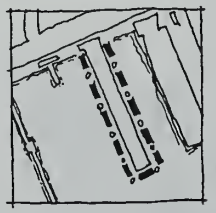
Site

HISTORIC PRESERVATION: Evaluate Pier 9 in a comprehensive pier preservation study to develop recommendations for which historic piers and sheds should be preserved as units with their bulkheads and adaptively reused.

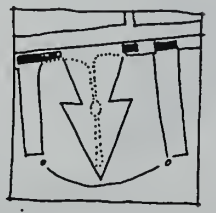


OPEN WATER: Maintain Pier 7 as the dominant pier form, by preserving existing open water area on either side of the pier between Piers 3 and 9, and by maintaining the existing 450 linear feet of Bay interface with The Embarcadero between the Pier 5 and 9 bulkhead buildings (with allowance for the existing restaurant and its approved increase in dining, transient berthing, and public access on Pier 7 1/2). Allow berthing of operational vessels in the open water and along adjacent piers.

Site (Continued)



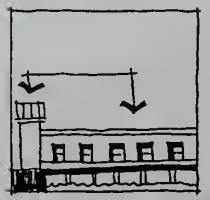
PIER SHAPE: Maintain the existing pier perimeter and pier area for Pier 9 unless changes are necessary to accommodate maritime uses or additional public access.



VIEWS: Maintain Bay views at the end of Broadway. Frame Pier 7 view with buildings on bulkhead sites.

OPEN SPACE--Marginal Wharf: Allow adjacent commercial uses to spill out onto the Pier 7 marginal wharf to activate the area.

Orientation

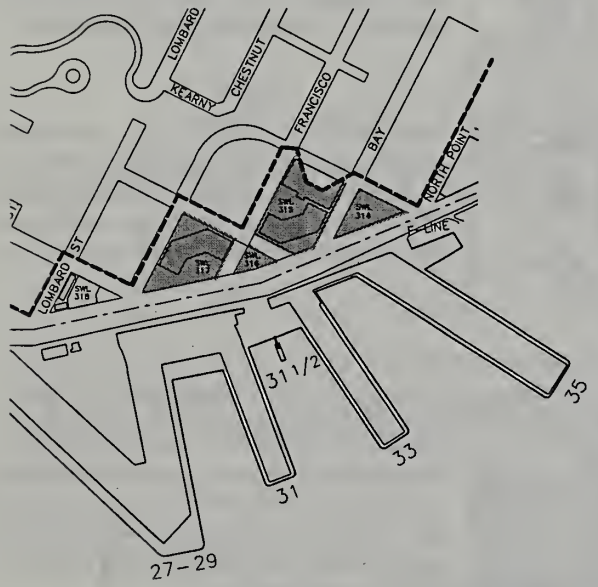


CHARACTER -- New Development: Where adaptive reuse is not feasible, design new development so as not to compete visually with historic bulkhead buildings. Locate strong architectural forms at an appropriate distance from historic bulkheads. Emphasize linearity of pier with rhythm of doors, windows, perimeter lighting, and/or other features.

TRANSPARENCY: Maximize transparency of pier edges facing Pier 7, consistent with the architectural character of the pier shed structure.

Design Criteria

SEAWALL LOTS 314 - 317

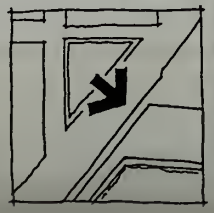


Four seawall lots front The Embarcadero at the northern edge of the Northeast Waterfront subarea. New development on these sites should continue the scale and character of the adjacent neighborhood and provide a strong edge to The Embarcadero.

Site

MASSING: Complement the established scale of the adjacent neighborhood by providing breaks or changes in building massings at 1/2 block intervals (minimum) by varying building form (e.g. changes in height, setbacks, roof form).

MASSING: Any required residential open space should be located within project interior.



MASSING -- SWL 314: Building(s) should extend to the sidewalk edge along The Embarcadero to emphasize relationship to bulkhead buildings across the street and the site's role as a gateway to Fisherman's Wharf.

Orientation

ENTRY -- Embarcadero: Primary uses and pedestrian entrances should be oriented towards The Embarcadero with a clear expression of pedestrian entrances, e.g. recessed bays, awnings or other architectural treatment.

Architectural Details

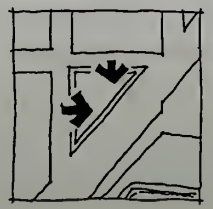
ARTICULATION: Use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.

CHARACTER -- Embarcadero: Building facades facing The Embarcadero should reinforce the large scale of the street with bold forms, deep recessed building openings, and strong detailing.

TRANSPARENCY: Avoid blank ground floor walls by providing views into the ground floor of buildings.

CHARACTER: Use materials, style, and detailing to complement the architectural character of the adjacent Northeast Waterfront Historic District.

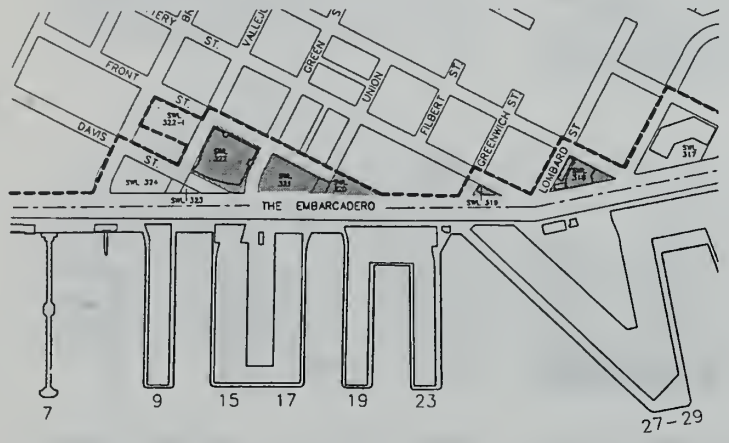
Service



SERVICE: Avoid service, parking and autocourt entries from the Embarcadero.

Design Criteria

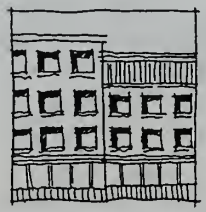
SEAWALL LOTS 318 - 322



The architectural form and character of new development on these seawall lots should be compatible with the Northeast Waterfront Historic District.

Site

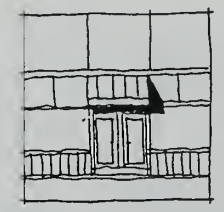
HISTORIC PRESERVATION: Preserve the Beltline Railroad Roundhouse, consistent with the Secretary of Interior's Standards.



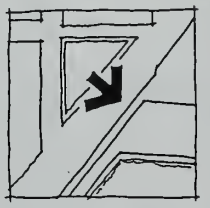
MASSING: Complement the established scale of the adjacent neighborhood by providing breaks or changes in building massings at 1/2 block intervals (minimum) by varying building form (e.g. changes in height, setbacks, roof forms).

MASSING: Any required residential open space should be located within project interior.

Orientation



ENTRY -- Embarcadero: Primary uses and pedestrian entrances should be oriented toward The Embarcadero with a clear expression of pedestrian entrances. (e.g. recessed bays, awnings or other architectural treatment.)



MASSING -- SWL 314: Building(s) should extend to the sidewalk edge along The Embarcadero to emphasize relationship to bulkhead buildings across the street and the site's role as a gateway to Fisherman's Wharf.

Architectural Details

ARTICULATION: Use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.

CHARACTER -- Embarcadero: Building facades facing The Embarcadero should reinforce the large scale of the street with bold forms, deep recessed building openings, and strong detailing.

CHARACTER: Use materials, style, and detailing to complement the architectural character of the adjacent Northeast Waterfront Historic District.

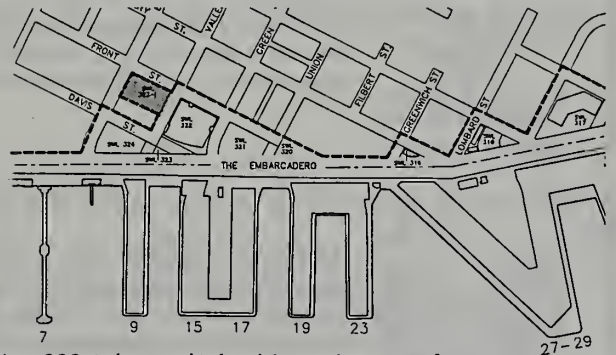
TRANSPARENCY: Avoid blank ground floor walls by providing views into the ground floor of buildings.

Service

SERVICE: Avoid service, parking, and autocourt entries from The Embarcadero.

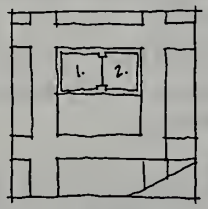
Design Criteria

SEAWALL LOT 322i

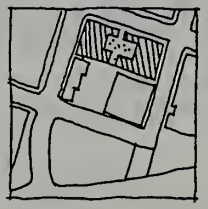


Seawall Lot 322i is located inland from the waterfront, on the corner of Front Street and Broadway. The architectural form and character of new development should be compatible with the Northeast Waterfront Historic District.

Site

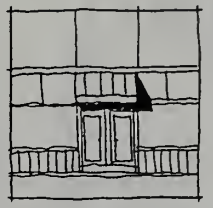


MASSING: Complement the established scale of the adjacent neighborhood by providing breaks or changes in building massings at 1/2 block intervals (minimum) by varying building form (e.g. changes in height, setbacks, roof forms).



MASSING: Any required residential open space should be located within project interior.

Orientation



ENTRY: Primary uses and pedestrian entrances should be oriented toward Broadway and Front Street with a clear expression of pedestrian entrances. (e.g. recessed bays, awnings or other architectural treatment.)

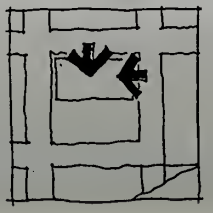
Architectural Details

ARTICULATION: Use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.

TRANSPARENCY: Avoid blank ground floor walls by providing views into the ground floor of buildings.

CHARACTER: Use materials, style, and detailing that complement the architectural character of the adjacent Northeast Waterfront Historic District.

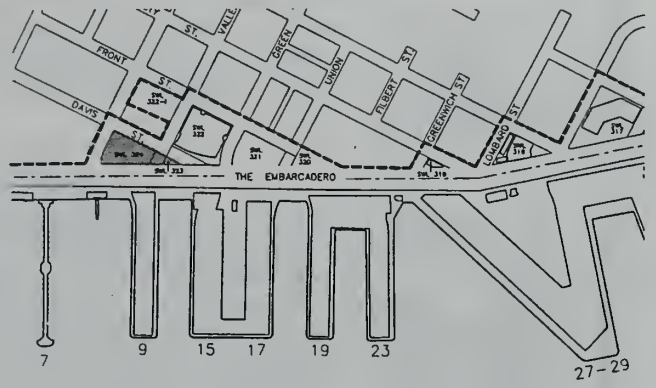
Service



SERVICE: Avoid service, parking, and autocourt entries from Broadway.

Design Criteria

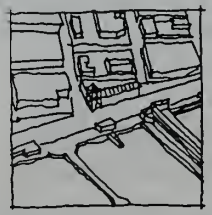
SEAWALL LOTS 323 & 324



Seawall Lots 323 and 324 form the corner entry to Broadway Street at The Embarcadero.

Site

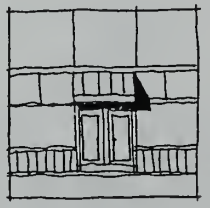
MASSING: Complement the established scale of the adjacent neighborhood by providing breaks or changes in building massings at 1/2 block intervals (minimum) by varying building form (e.g. changes in height, setbacks, roof form). Maintain view of the Pier 9 bulkhead building from Vallejo Street to the extent feasible.



HEIGHT: Use building height at or near the sidewalk edge to emphasize the corner of Broadway and The Embarcadero. North of this edge feature, step height down to 40 feet along The Embarcadero frontage. Allow increased building height along the Broadway frontage and in the interior of the site.

MASSING-- Build to the Sidewalk: Building(s) should extend to the sidewalk along The Embarcadero and Broadway for at least 75% of street frontage to emphasize the relationship to the bulkheads and the site's role as a gateway to Broadway.

Orientation



ENTRY: Orient primary uses and pedestrian entrances toward Broadway and The Embarcadero by providing a clear expression of pedestrian entrances. (e.g. recessed bays, awnings or other architectural treatment.)

Architectural Details

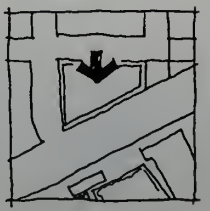
ARTICULATION: Use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.

CHARACTER -- Embarcadero: Building facades facing The Embarcadero should reinforce the large scale of the street with bold forms, deep recessed building openings, and strong detailing.

TRANSPARENCY: Avoid blank ground floor walls by providing views into the ground floor of buildings.

CHARACTER: Use materials, style, and detailing that complement the architectural character of the adjacent Northeast Waterfront Historic District.

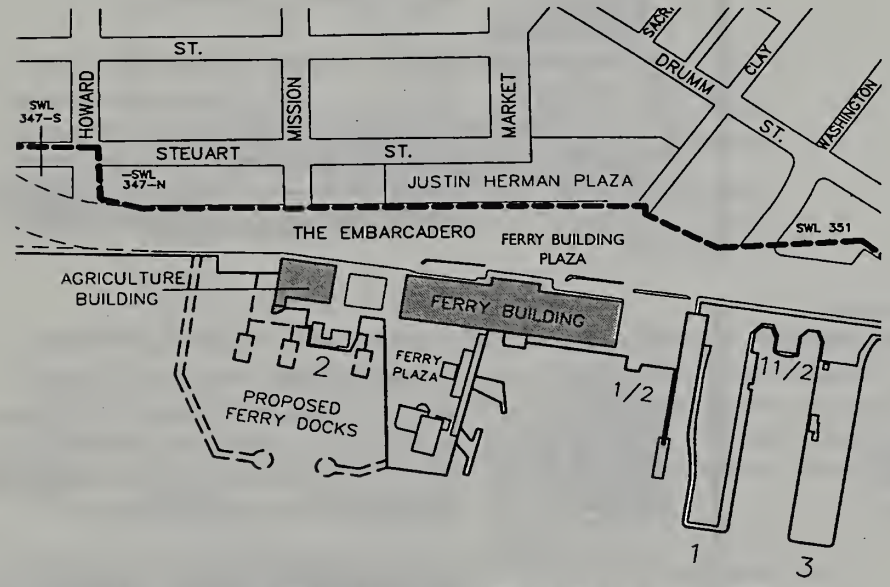
Service



SERVICE: Avoid service, parking, and autocourt entries from The Embarcadero and Broadway.

Design Criteria

FERRY BUILDING, FERRY BUILDING PLAZA & AGRICULTURE BUILDING



At the foot of Market Street, the landmark Ferry Building is considered the center of the San Francisco waterfront. The Ferry Building and Agriculture Building contain approximately 260,000 and 30,000 square feet of gross floor area respectively, and are both listed on the National Register of Historic Places. A new plaza is proposed in front of the Ferry Building as part of The Embarcadero Roadway improvements.

Site

HISTORIC PRESERVATION: Preserve, rehabilitate and adaptively reuse the Ferry Building and Agriculture Building consistent with The Secretary of the Interior's Standards for Rehabilitation.

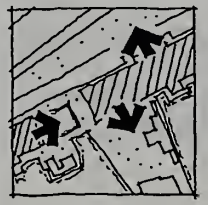
VIEWS: Preserve views of the Ferry Building and Agriculture Building from Market and Mission Streets.

Site

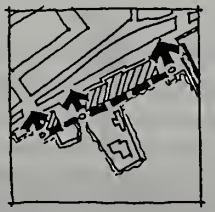
MASSING: The massing of any new structures should not detract from the character of the Ferry Building and its dominance in the area.

OPEN SPACE: Design the Ferry Building Plaza on the City side of the Ferry Building as a civic gathering area and forecourt to the Ferry Building.

Orientation



EDGE -- Adjacent Spaces: Interior uses may spill-out onto and activate the surrounding open spaces.



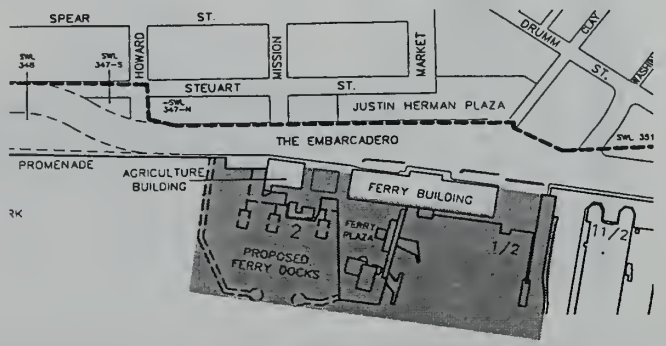
EDGE--Waterside of Ferry Building: Provide continuous pedestrian public access on the waterside of the buildings while accommodating ferry and maritime operations.

ORIENTATION - Access Through: Improve connections to the Bay by providing ground-floor pedestrian access through the Ferry Building.

Design Criteria

FERRY PLAZA

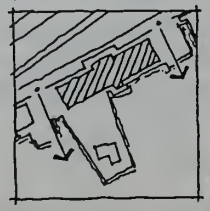
(Including areas next to and behind the Ferry and Agriculture Buildings and Pier 1/2)



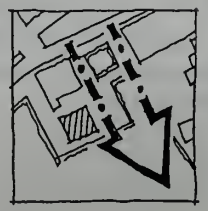
The Ferry Plaza and other open spaces areas around the Ferry Building provide wonderful opportunities to view ongoing ferry operations and the Bay.

Site

MASSING: New Ferry Terminal structures should not detract from the character of the Ferry Building and its dominance in the area.



MASSING -- Ends of Ferry Building: Limit massing of new structures at the north and south ends of the Ferry Building to maintain views from The Embarcadero to the Bay. Locate water and boating uses as close to the Promenade as feasible in the Pier 1/2 area.

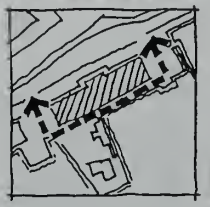


MASSING -- Between Ferry & Agriculture Buildings: Consider relocating the restaurant structure to enhance views from The Embarcadero or making architectural improvements to create a waterfront identity.

PIER SHAPE: Limit changes to pier shape, if any, to those which allow waterside public access improvements or accommodate ferry and maritime operations.

Orientation

ORIENTATION: Activate the Ferry Plaza by allowing surrounding commercial and other uses to spill out onto the Plaza provided they are compatible with ferry operations and the Plaza's function as a public space.



EDGE -- Waterside of the Ferry Building: Provide public access on the waterside of the Ferry Building (appropriately scaled to the Building) and on breakwaters throughout the Ferry Terminal area while also providing for ferry and excursion boat queuing.

Architectural Details

CHARACTER -- New Development: The architectural character of any new development should be compatible with the scale, proportions, materials, colors and rhythm of openings of adjacent historic structures.

CHARACTER -- Ferry Plaza: Use pavement surfacing to reinforce pedestrian uses as the dominant use, although areas may be shared with vehicle circulation.

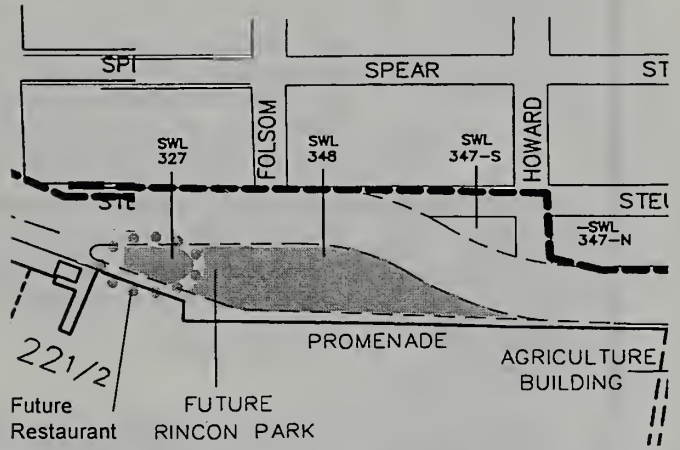
PUBLIC IMPROVEMENTS: New railings and urban furniture should reflect the civic character of the Ferry Building.

Service

TRASH ENCLOSURES: Locate trash facilities within structures.

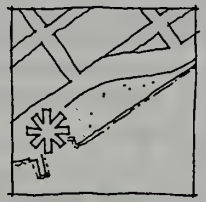
Design Criteria

RINCON PARK AND PROMENADE

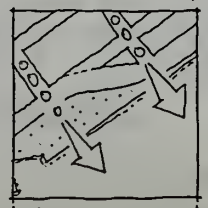


Rincon Park, a planned 2.70 acre landscaped open space, and the 1800 foot long pedestrian promenade south of the Agriculture Building, will provide expansive views of the Bay, Bay Bridge and City skyline. Rincon Park will include a one-story, 12,000 sq. ft. restaurant in the southern portion of the park. The new restaurant should define the architectural character and anchor the southern end of the park.

Site



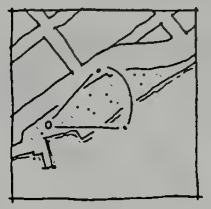
SITE COVERAGE: To maximize views of the Bay, locate the restaurant south of the Folsom Street view corridor.



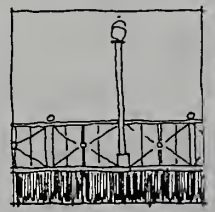
SITE COVERAGE -- Street Corridors: Preserve Bay views by keeping the Folsom and Howard Street view corridors free of floor-area structures.

HEIGHT: Allow architectural embellishments on the restaurant building to exceed the 17' height limit.

Orientation

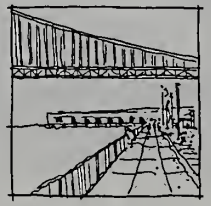


ORIENTATION -- Restaurant: Orient views from the restaurant north toward the Park and the Bay. Allow guest boat docking adjacent to the restaurant.



EDGE -- Promenade: To visually emphasize the length of the waterfront edge, include a regularly spaced series of architectural treatments, e.g. railing posts, light fixtures, or other street or park furnishings.

Architectural Details



CHARACTER -- Rincon Park: Minimize landscaping and structures (other than the restaurant) that would block views of the waterfront from The Embarcadero.

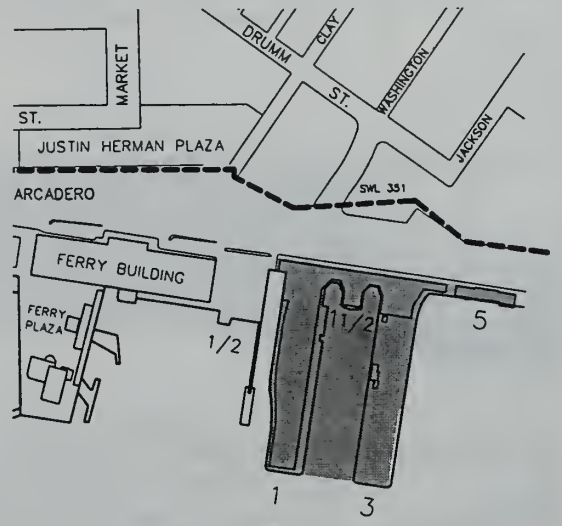
CHARACTER -- Restaurant: The restaurant building should be architecturally unique, provide a strong identity for the Park, and complement the Pier 22½ Fireboat Station.

Service

SERVICE -- Restaurant: Provide service entry at the south end of the building. Use fences or other lockable enclosures to screen trash facilities from public view.

Design Criteria

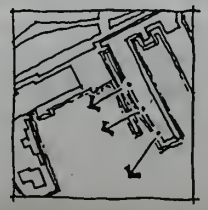
PIERS 1-3 & PIER 1-5 BULKHEAD SITES



Piers 1 and 3 are located between the Ferry Building and the Pier 7 public access pier. Bulkhead structures 1, 1 1/2, 3, and 5 will be preserved to maintain the historic character of this area.

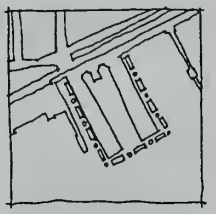
Site

HISTORIC PRESERVATION: Preserve, rehabilitate and adaptively reuse Bulkhead Buildings 1-5, consistent with The Secretary of the Interior's Standards for Rehabilitation. Evaluate Pier 1 in a comprehensive pier preservation study to develop recommendations for which historic piers and sheds should be preserved as units with their bulkheads and adaptively reused.

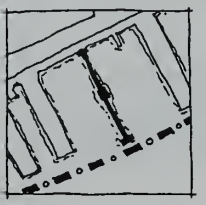


OPEN SPACE -- South Edge of Pier 1: If compatible with maritime operations, new development should provide public access along the south edge of Pier 1 which connects with the Embarcadero Promenade.

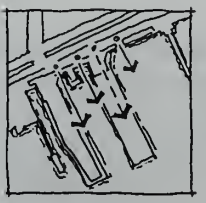
Site -- Continued



PIER SHAPE -- Limits: If pier reconfiguration is proposed for non-maritime uses, it will occur within the boundaries of the north edge of Pier 3, east edge of Piers 1 and 3, and south edge of Pier 1, and will be limited to the existing 245,000 square feet of pier area. Additional pier area may be allowed if an equal amount of pier area is removed elsewhere.

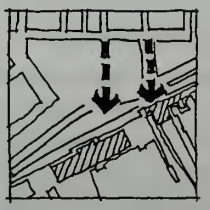


PIER SHAPE: Maintain Pier 7, to the north, as the dominant pier form. Piers 1 and 3, if reconfigured, should maintain a simple form and continue to be shorter than Pier 7.



MASSING -- Views Through: New development should include public access and/or views through or between bulkheads, where compatible with historic preservation and view objectives of this Element.

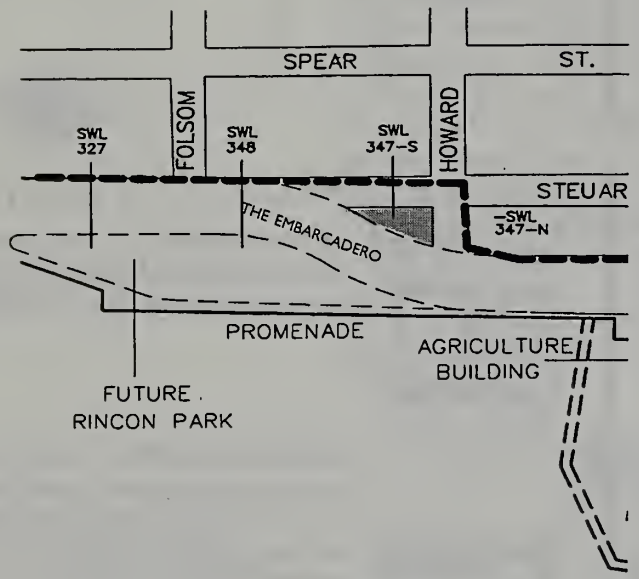
HEIGHT: At least 75% of the buildings on the pier should not exceed the height of adjacent bulkheads. Pier buildings taller than bulkheads should not be visible above the bulkhead cornice from the Embarcadero sidewalk immediately to the west.



VIEWS: Maintain views of the Ferry Building and Pier 1 bulkhead building from Clay and Washington Streets.

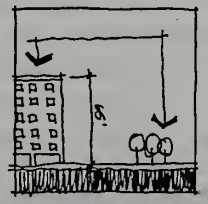
Design Criteria

SEAWALL LOT 347S



Seawall Lot 347S is an approximately 5,000 square foot seawall lot across from the future Rincon Park. New development on this seawall lot should reflect the character of the buildings immediately to the north and provide an edge to Rincon Park.

Site



MASSING & HEIGHT: Allow structures up to 65 feet high to create an edge along Rincon Park and to continue the form and massing of development along The Embarcadero between Mission and Howard streets.

SITE COVERAGE: Allow maximum site coverage.

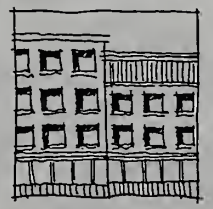
VIEWS: Maintain views of the Bay from Howard Street.

Orientation

ORIENTATION: Orient the building to both The Embarcadero and Steuart Street. Provide entrances to commercial uses from both streets if feasible.

Architectural Details

TRANSPARENCY: Avoid blank ground floor walls by providing views into the ground floor on all three street frontages.



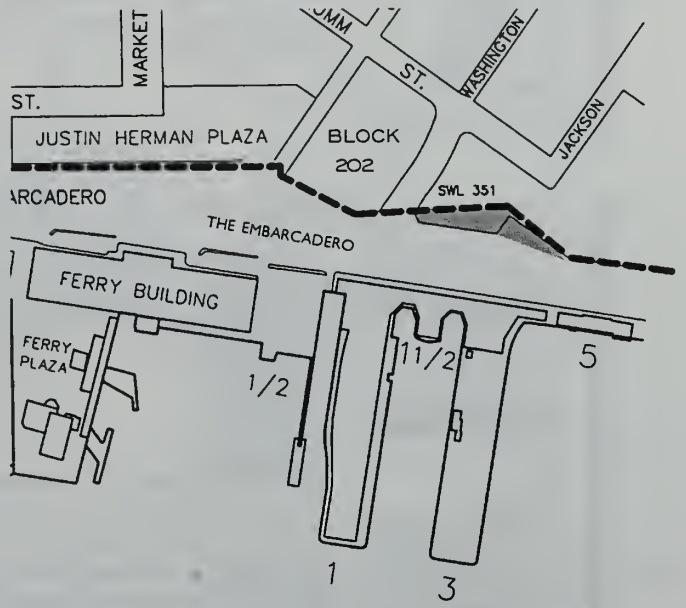
CHARACTER: Use recessed openings, lower and upper cornices, and clear expression of floor levels to continue the form, character, and quality of development along The Embarcadero between Mission and Howard Streets.

Service

SERVICE: Locate service and parking access on Steuart or Howard street.

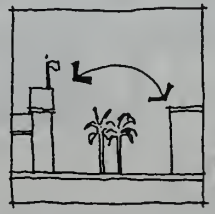
Design Criteria

SEAWALL LOT 351

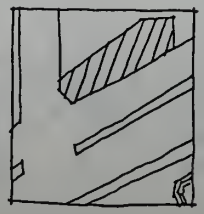


Seawall Lot 351 is an approximately 15,000 square foot seawall lot located north of Justin Herman Plaza and across The Embarcadero from the bulkhead buildings on Piers 1 and 3. A new building on this seawall lot should reflect the strong and bold forms of The Embarcadero.

Site

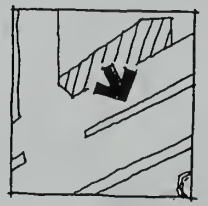


MASSING: To define the north edge of adjacent open space, new development should acknowledge the massing and street enclosure relationship with the bulkhead buildings across The Embarcadero (e.g. bold forms of similar height, constructed to the Embarcadero edge).



SITE COVERAGE: Allow maximum lot coverage.

Orientation



ORIENTATION: Primary uses and pedestrian entrances should face The Embarcadero.

Architectural Details

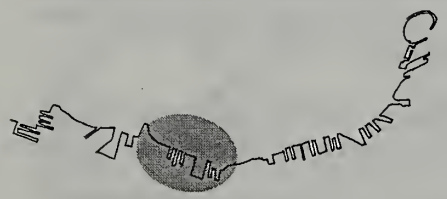
TRANSPARENCY: Avoid blank ground floor walls along The Embarcadero by providing views into the ground floor of buildings.

EMBARCADERO CHARACTER: Reinforce the large scale of The Embarcadero by using bold forms, deep recessed building openings, and strong detailing on building facades facing The Embarcadero.

Service

SERVICE: Avoid service and parking access from The Embarcadero.

South Beach Waterfront



Character of the Area:

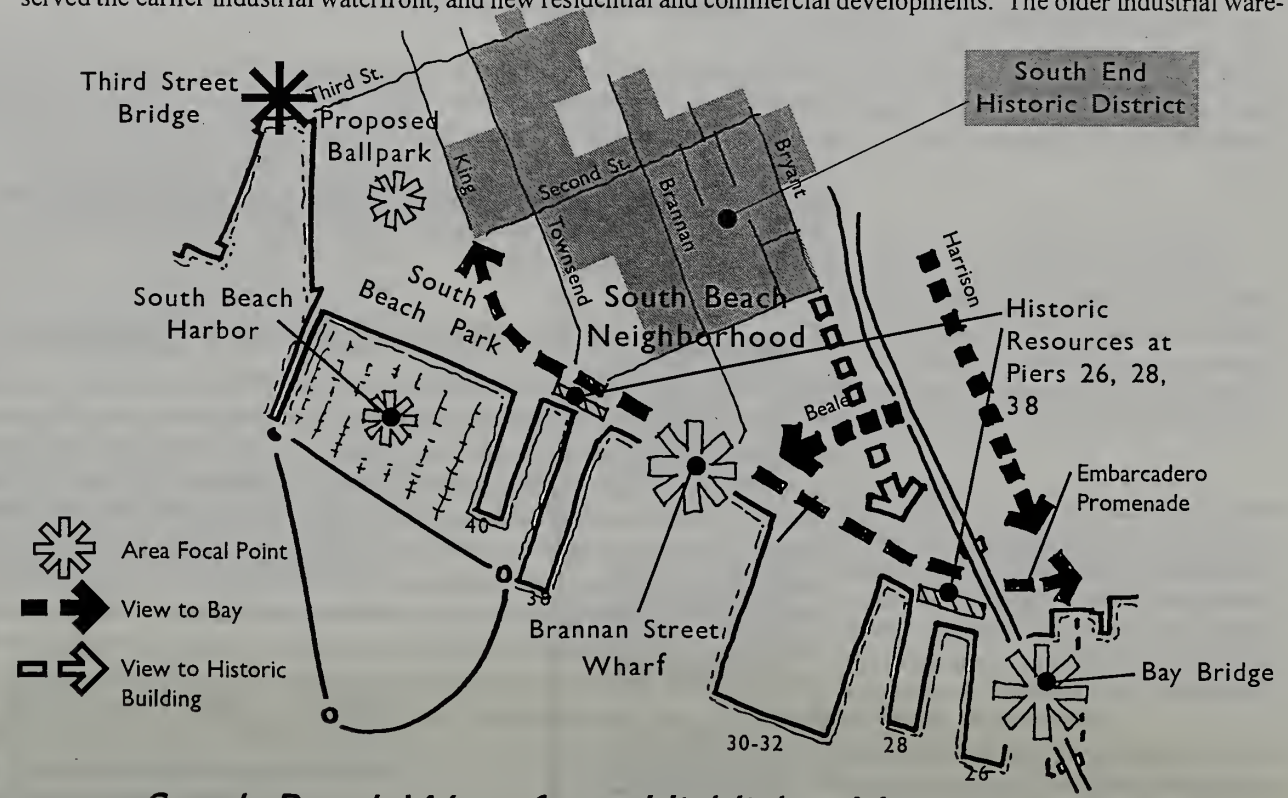
The South Beach Waterfront extends from the Fireboat Station at Pier 22½ near Harrison Street to Pier 46B adjacent to the historic Third Street Bridge at China Basin. Piers in this area are used for a mix of maritime and other uses. The proposed ballpark at Pier 46B and adjacent inland parcels is also included in this area.

The bulkhead sites include three bulkhead buildings that were constructed in the early 1900's. The Pier 38 bulkhead building, a Mediterranean style building constructed in 1934, is eligible for the National Register of Historic Places. In addition, the Pier 26 and 28 Mission-Revival pier shed facades, constructed in 1912, are potentially eligible for the National Register. Most other bulkhead sites are undeveloped. The Port's seawall lots in the area are mostly developed with housing, or are used for parking or open space.

The architectural character of the South Beach waterfront is derived from a combination of existing warehouses that served the earlier industrial waterfront, and new residential and commercial developments. The older industrial ware-

Urban Design Features

- Warehouses and the South Beach residential-commercial neighborhood establish the architectural character of the area.
- Major open spaces are the South Beach Park and proposed Brannan Street Wharf and open water area.
- Major City features are the Bay Bridge, South Beach Harbor, and planned ballpark.
- The bulkhead buildings at Piers 26, 28, and 38 are historic resources which will be retained and reused.
- The Francis "Lefty" O'Doul Third Street Bridge is a local landmark.



South Beach Waterfront Highlights Map

houses generally occupy a quarter block or less, and are simple in form and detailing. The new residential and commercial buildings, which ultimately will contain over 2500 residences, are broken up into smaller sections by changes in massing, detailing and color. These complexes range from five stories or less on Port property, to 10 stories on sites immediately inland of the seawall lots. The extension of MUNI Metro light rail service along The Embarcadero, and the South Beach Harbor and Park provide attractive amenities for this new neighborhood.

Views of the Bay, Bay Bridge and Downtown can be enjoyed from many locations in South Beach. Most street corridors in the area have interesting views of the bulkhead buildings or the Bay. South Beach Park serves as a green space where The Embarcadero roadway and King Street meet.

Waterfront Land Use Plan Objectives:

The Waterfront Plan promotes a broad range of public-oriented activities on piers to enliven the waterfront, attract visitors from Downtown and the rest of the City, and serve the area's burgeoning resident population. New activities on inland sites should incorporate local-serving businesses to help provide a transition, where necessary, between larger-scale waterside attractions and residents.

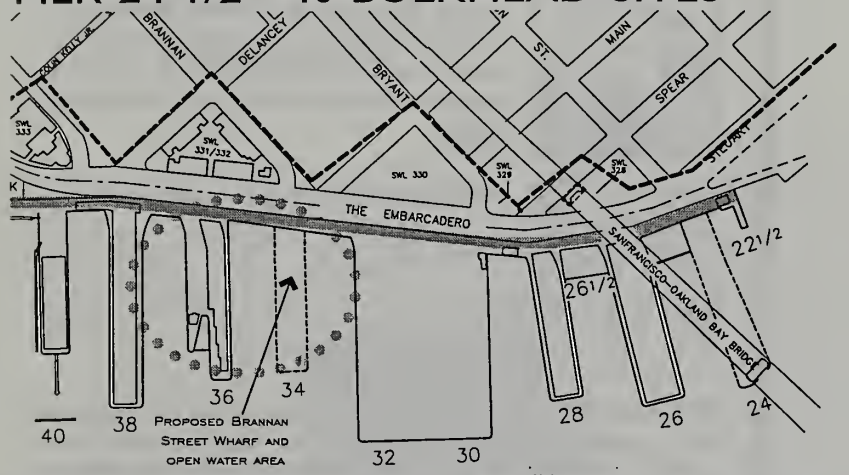
This subarea includes the planned Giants ballpark on Pier 46B, adjacent seawall lots and inland property pursuant to voter approval of Proposition B in 1996. The ballpark will create a major attraction in the area and stimulate the development of waterfront improvements on nearby sites as envisioned in the Waterfront Plan. Such improvements will bring people to the waterfront to enjoy ballgames, commercial recreation activities and expanded public access, and create opportunities to expand ferry service for use by ballpark patrons, residents, visitors and employees of South Beach, Mission Bay and other nearby neighborhoods. A ferry dock also could be used for future water taxi service to other points along the waterfront.

Summary of Design and Access Objectives:

The Design and Access Element calls for removal of Piers 34 and 36 to create a new "Brannan Street Wharf" and open water area extending along the Embarcadero Promenade at the foot of Brannan Street for a minimum of 600 feet. This major new public open space, and the expansion of South Beach Park, will serve the South Beach neighborhood as well as visitors to the proposed ballpark and other new activities. In addition, the ballpark project includes the creation of a PortWalk pedestrian walkway along China Basin Channel between the expanded South Beach Park and the Third Street Bridge. Other design objectives for the area call for preserving the Pier 22 1/2 Fireboat House consistent with Secretary of Interior's Standards, and retaining the Pier 38 bulkhead building and Piers 26 and 28 bulkhead facades. Pier 24 will be removed and Pier 38 will be included in a further study to develop recommendations for pier preservation and reuse. New development on bulkhead sites, which is encouraged to reinforce the edge of The Embarcadero, and new public access on piers will be designed to complement adjacent public open spaces at Rincon Park, Brannan Street Wharf and South Beach Park, and to maintain key views from Beale, Harrison, Bryant, Brannan, Townsend, King and Second Streets.

Design Criteria

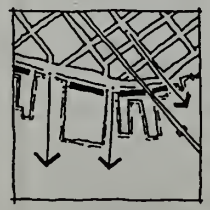
PIER 24 1/2 - 40 BULKHEAD SITES



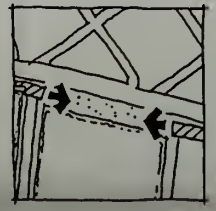
The bulkhead sites are the areas along the seawall between the water and the Embarcadero Promenade. New development, where allowed, should reinforce the edge of The Embarcadero and frame major open spaces.

Site

HISTORIC PRESERVATION: Retain and reuse the Pier 38 Bulkhead building and the Pier 26 and 28 bulkhead facades. Develop guidelines for rehabilitation of these historic resources.

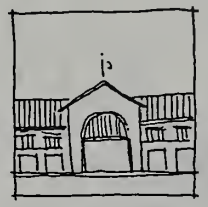


MASSING -- Views: Preserve Bay views from Harrison Street; between Piers 28 and 30; and between Piers 32 and 38 to provide a contrast with the built edge of The Embarcadero.

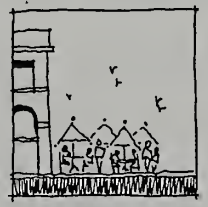


MASSING -- Adjacent to Brannan Street Wharf and Open Water area: Frame the future Brannan Street Wharf open space with strong building forms on adjacent bulkhead sites.

Orientation



ENTRY -- Central Arch: In existing bulkhead buildings, utilize arched entry for access to major pier or bulkhead uses if feasible. In new bulkhead developments, consider use of an oversized central entrance for main uses.



ENTRY -- Bulkhead Sides: To activate marginal wharf areas, consider opening the side of existing bulkhead buildings using a scale, size, and detailing consistent with the historic status of structures.

EDGE -- Embarcadero: New structures should be located to form an edge to the Embarcadero Promenade, and should reinforce the large scale of the street with bold forms, deep recessed openings, and strong detailing.

Architectural Details

CHARACTER -- Historic: Modifications to the Pier 26, 28 and 38 bulkhead buildings should preserve the historic character defining elements of historic buildings, as consistent with rehabilitation guidelines (to be developed.)

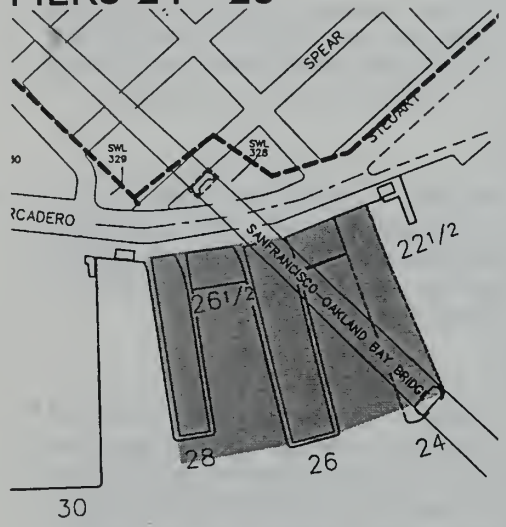
CHARACTER -- Waterside: Allow improvements and openings on the waterside of bulkhead buildings which do not detract from the character defining elements of the historic buildings, and which have simple and regular forms. Use materials compatible with pier improvements as consistent with rehabilitation guidelines (to be developed.).

TRANSPARENCY--Embarcadero: Maximize transparency along The Embarcadero consistent with the architectural character of the bulkheads.

COLOR: Structures should be primarily light

Design Criteria

PIERS 24 - 28



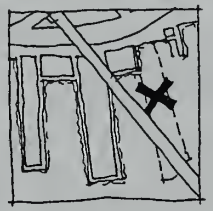
New development on Piers 26 and 28, located directly below the Bay Bridge and adjacent to Rincon Park, will include the removal of Pier 24 and possible changes to the shapes of the piers.

Site

HEIGHT: Any new pier buildings behind the Pier 26 and 28 bulkhead facades should not be visible above the bulkhead cornice from the adjacent Embarcadero sidewalk to the west.

Site (continued)

HISTORIC PRESERVATION: Evaluate Pier 26 and Pier 28 in a comprehensive pier preservation study to develop recommendations for which historic piers and sheds should be preserved with their bulkheads and adaptively reused.

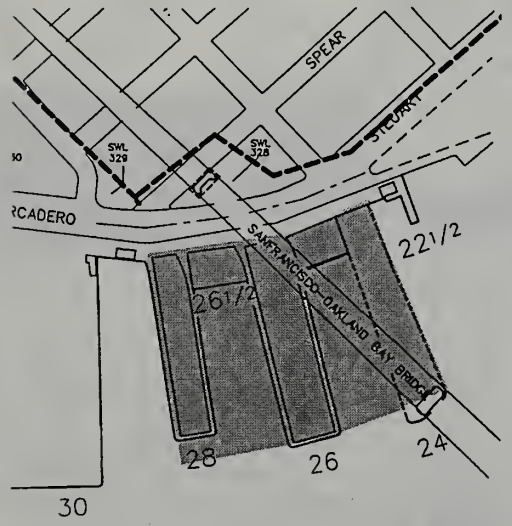


PIER REMOVAL: Remove Pier 24.

PIER SHAPE: If pier reconfiguration is allowed, pier shape changes for non-maritime uses will be limited to an area bounded by the northern edge of Pier 24, an eastern boundary aligned with the end of Pier 26, and the southern edge of Pier 28, except for the following: a 25,000 square foot area at the end of Pier 24 to separate the pier from the Bay Bridge abutment, a 61,000 square foot area at the end of Pier 28 to create open water between Piers 28 and 30-32. Exceptions to the pier perimeter boundaries are permitted to accommodate maritime operations. Pier area within the pier perimeter boundaries is limited to the 332,000 square feet currently existing in Pier 26 and 28 and associated bulkhead connector buildings; any additional pier area will require removal of an equal amount of fill elsewhere.

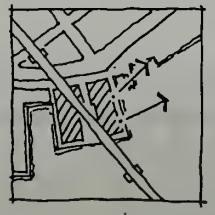
Design Criteria

PIERS 24 - 28 *(Continued)*



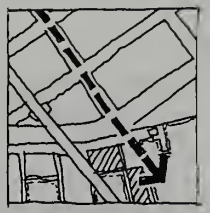
Orientation

ORIENTATION -- Street Grid: Maintain the unique juxtaposition of the piers with the City street grid by continuing the perpendicular alignment of the piers to the seawall (not parallel to City street grid or Bay Bridge).



EDGE--View of Downtown: New development should create an accessible edge along the north side of Pier 26 (or reconfigured pier) that includes a destination point for enjoying views back to the City.

Orientation (continued)



SITE COVERAGE -- Harrison Street: Preserve views from Harrison Street by providing public access or otherwise keeping the view corridor on the pier (if reconfigured) free of structures.

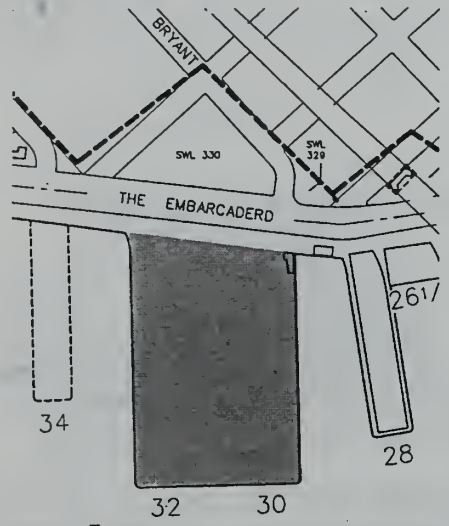
Architectural Details

CHARACTER--New Development: Where adaptive reuse is not feasible, design new development so that it doesn't visually compete with historic bulkhead buildings. Locate strong architectural forms at an appropriate distance from historic bulkheads.

PUBLIC EDGE: Design the architectural treatment of public access edge improvements along the north edge of Pier 26 (or reconfigured pier), in a manner which continues the character of the Promenade edge along Rincon Park.

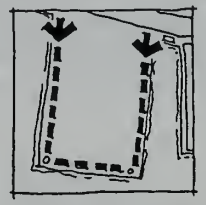
Design Criteria

PIER 30 - 32



This 11 acre pier, with views of the adjacent Bay Bridge and future Brannan Street Wharf, is a prime site identified in the Waterfront Plan for a new maritime-mixed use project. Given the prominence of this site, any new development project should incorporate an architectural design which emphasizes its waterfront setting.

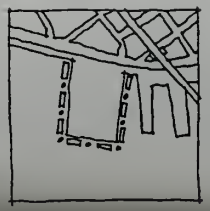
Site



SITE COVERAGE: Create publicly accessible edges and circulation system along the pier perimeter where compatible with maritime uses. Consider creating publicly accessible spaces in the interior of the pier, with access to the Bay. Provide destination points with excellent views of the Bay Bridge and Brannan Street Wharf.

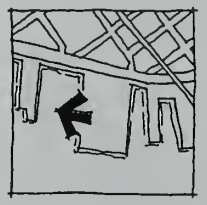
MASSING: Design building massings to allow views from the pier interior to the waterfront.

VIEWS: Create a new view of architecture with a waterfront identity at the terminus of Brannan Street. Maintain views to the extent feasible across the Bay and to the Bay Bridge.



PIER SHAPE: Prohibit pier shape or pier area changes which exceed the current pier footprint or area, unless necessary to accommodate maritime uses on the pier.

Orientation



EDGE: Orient public and commercial uses towards open water area south of the Pier.

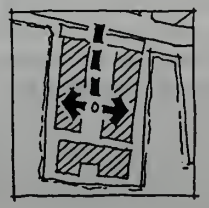
EDGE -- Pier Length: To visually emphasize the length of the pier, include a regularly spaced series of architectural treatments (e.g. doors, windows, railing posts, light fixtures, or other pier edge improvements).

Architectural Details

TRANSPARENCY: Maximize transparency of uses along all pier edges to enhance enjoyment of the public edge and to expose interior uses to the water.

PUBLIC EDGE: The architectural treatment of public access edge improvements along the south edge of Pier 30-32 should be similar to improvements along the Brannan Street Wharf.

Service

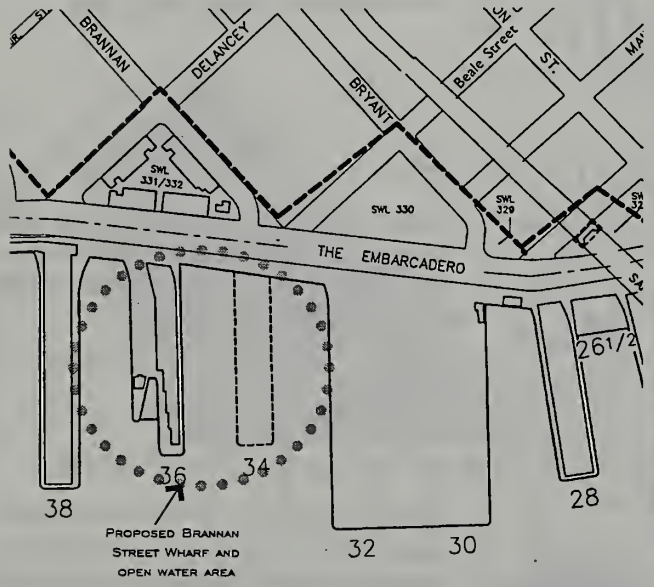


SERVICE: Provide service to pier uses from the interior of the pier if feasible.

Design Criteria

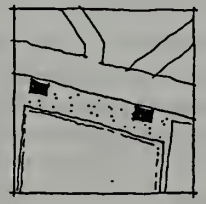
BRANNAN STREET WHARF

(Open Space between Piers 32 to 38)



The Brannan Street Wharf will be a major new waterfront open space at the terminus of Brannan Street in the center of the South Beach neighborhood. The open space will extend along the Embarcadero Promenade and out over the water. The precese layout and design will be developed in coordination with the community and will require removal of Piers 34 and 36.

Site



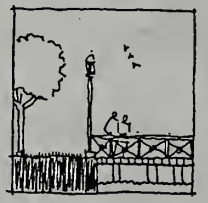
SITE COVERAGE: Provide a public plaza fronting on at least 600 feet of The Embarcadero. Work with residents and businesses in the area to determine plaza design and improvements, and any allowances for accessory uses which promote use of the open space (e.g. snack sales, recreational equipment rentals).

OPEN WATER: Maintain net new open water created by removal of Piers 34 and 36 and creation of the Brannan Street Wharf open space. Allow maritime berthing and activities in the water along the adjacent piers, but not in the open water between them.

VIEWS: Create views of the Bay from Beale Street by removing Piers 34 and 36.

Orientation

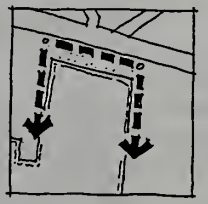
SITE COVERAGE: Orient any new structures to both the Bay and The Embarcadero.



EDGE: Use architectural features to acknowledge the location of the seawall, and the distinction between being over land and being over water.

Architectural Details

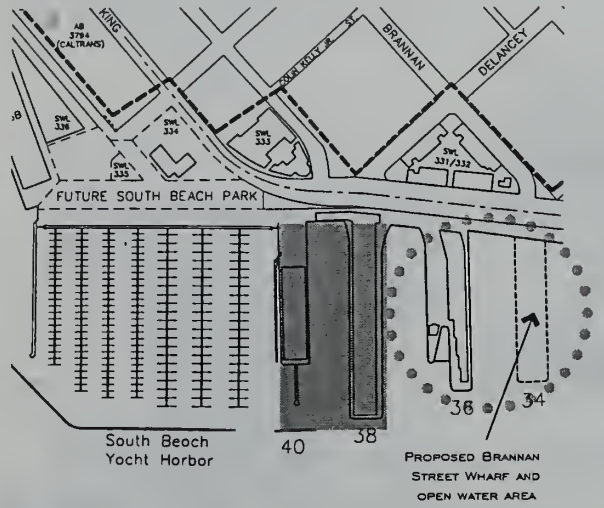
CHARACTER: Distinguish the public open space improvements from adjacent private development.



PUBLIC EDGE: Extend and coordinate treatment of edge improvements to emphasize access to public areas on adjacent piers.

Design Criteria

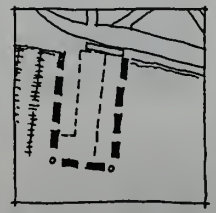
PIERS 38 - 40



The Pier 38 bulkhead building, an historic resource determined eligible for the National Register, will be retained and could be included in a project on Pier 40 which complements the South Beach Harbor.

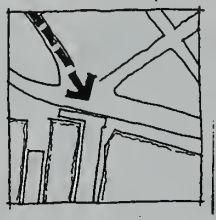
Site

HISTORIC PRESERVATION: Evaluate Pier 38 in a comprehensive pier preservation study to develop recommendations for which historic piers and sheds should be preserved as units with their bulkheads and adaptively reused.



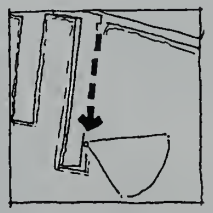
PIER SHAPE: If pier reconfiguration is approved for non-maritime uses, it will be within the boundaries of the north and east edges of Pier 38, and the south edge of Pier 40. Exceptions to the pier perimeter boundaries are allowed to accommodate maritime operations. Pier area within the pier perimeter boundaries is limited to the 297,000 square feet currently existing; any additional pier area will require removal of an equal amount of fill elsewhere.

Site (continued)



VIEWS: Maintain views of the Pier 38 bulkhead building from Townsend Street. Create views of new architecture with a waterfront identity at the terminus of King Street.

Orientation



EDGE: Create an accessible public edge along the north side of Pier 38 that includes a destination point for enjoying views of the Bay Bridge, the City and Brannan Street Wharf.

Architectural Details

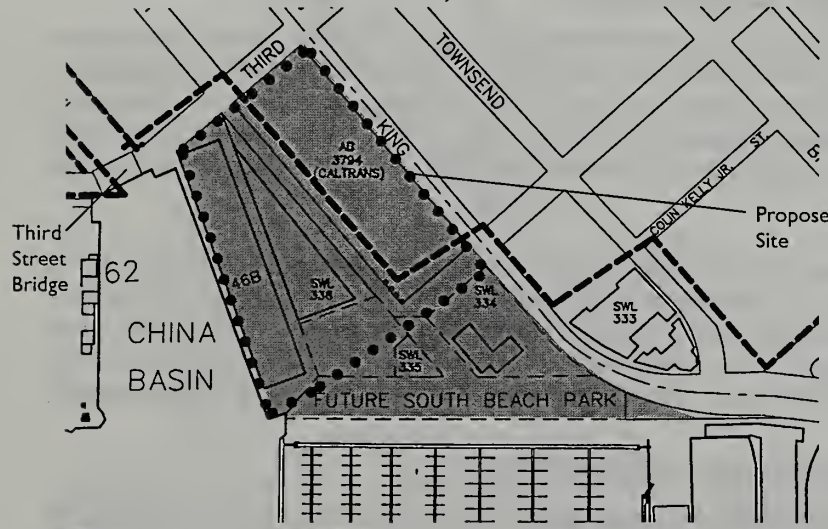
CHARACTER -- New Development: Where adaptive reuse of the Pier 38 piershed is not feasible, design new development so as not to compete visually with the historic bulkhead building. Locate strong architectural forms at an appropriate distance from the historic bulkheads.

TRANSPARENCY: Maximize transparency of pier uses facing north towards Brannan Street Wharf and south towards South Beach Harbor, where compatible with maritime uses and consistent with the architectural character of the pier shed.

PUBLIC EDGE: The architectural treatment of public access edge improvements along the north edge of Pier 38 should be similar to improvements along the Brannan Street Wharf.

Design Criteria

SOUTH BEACH PARK & PROPOSED BALLPARK *(Seawall Lots 334, 335, & 336, and Caltrans site on Assessor's Block 3794)*



A new ballpark is planned for sites adjacent to China Basin Channel and the South Beach Harbor. The ballpark will include a PortWalk pedestrian walkway along China Basin Channel. Other planned improvements in the area include the expansion of South Beach Park to the eastern edge of the ballpark, and new ferry service to serve ballpark and other visitors to the South Beach area.

Site

SITE: Create a public access edge along the full length of China Basin Channel, adjacent to the proposed ballpark. Provide visual and physical connections via the Embarcadero Promenade between South Beach Park and the Brannan Street Wharf.

SITE: Raised areas of South Beach Park should be terraced to maximize usable park space and to provide expansive views of South Beach Harbor and the Bay from The Embarcadero and King Street.

VIEWS: Include design treatments which convey a waterfront identity, as viewed at the terminus of Second Street.

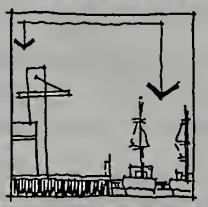
Orientation

EDGE -- Promenade Extension: Provide a continuous, publicly accessible Port Walk extending from South Beach Harbor along China Basin Channel to the landmark Third Street Bridge. The character of the Portwalk should be similar to the Embarcadero Promenade, with adequate width to accommodate ballpark visitors.

ORIENTATION -- Ballpark Views: Orient ballpark siting and design to take full advantage of views of the Bay, the waterfront, and the Bay Bridge.

Architectural Details

CHARACTER -- Public Identity of Park: To maintain the public identity of South Beach Park, the character of improvements within the Park should be distinct from the adjacent ballpark or Pier 40 development.



CHARACTER -- Harbor & Park: Structures within the park that serve the South Beach Harbor may have an architectural relationship with harbor improvements.

CHARACTER -- Third Street Bridge: The design of new development should complement the Third Street Bridge, a City landmark.

LIGHTING & SECURITY -- Park and Port Walk: Maintain clear sightlines and utilize lighting to enhance access to the Port Walk and South Beach Park at night.

Service

SERVICE -- In Park Area: Avoid use of the park for service access to adjacent uses.

Bulkhead sites extend from Pier 48 through Pier 54. The Pier 48 piersheds and decorative facades are potentially eligible for listing on the National Register of Historic Places. Modern structures exist on bulkhead sites at Piers 50 and 54 and elsewhere along the seawall. Historically the area's seawall lots were used for industrial uses and rail lines which served the piers. Today industrial uses prevail.

Waterfront Land Use Plan Objectives:

Plans for Mission Bay were approved by the City and incorporated into the General Plan in 1990. The vision at the time included 8,500 residences, offices, retail, light industrial, 67 acres of parks, and a street grid derived from the adjoining neighborhoods. The development agreement for that project has since been terminated and superceded by a proposed plan which includes a mix of research and biotechnology activities, a new campus for U.C. San Francisco, housing, retail and open space. The revised plan boundaries exclude a Port site, Seawall Lot 337, which had been included in the earlier Mission Bay Plan.

The Waterfront Land Use Plan policies for this area assumed that Port sites included in the Mission Bay plan area would be developed with the uses approved in 1990. Port sites that were not included in that Mission Bay Plan, located east of Terry Francois Boulevard, are reserved to meet potential long-term cargo shipping needs (Piers 48, 50 and 54), and to provide opportunities for recreational boating and water use, limited retail and public access (Pier 52 south, except Pier 54). Because Seawall Lot 337 is now excluded from the proposed Mission Bay Plan, uses for this site will be reevaluated.

Summary of Design and Access Objectives:

The Mission Bay objectives recognize the need to continue to coordinate with ongoing planning for Mission Bay. The objectives call for redesigning Terry Francois Boulevard to better meet the circulation needs of the area's maritime operations and to provide a new waterfront walkway with views of the China Basin Channel and many maritime activities in the area. The edge of China Basin Channel would be reserved for public access. These public access improvements would contribute to the continuous waterfront walkway from Fisherman's Wharf to Pier 70, although they may be different in character than the Embarcadero Promenade. The walkway will connect to the landmark Third Street Bridge and provide maritime and open water views along the way. Between Pier 54 and 17th Street, the waterfront edge will remain substantially undeveloped to protect interesting views of the Pier 70 ship repair operations, with a potential destination open space at the end of 16th Street.

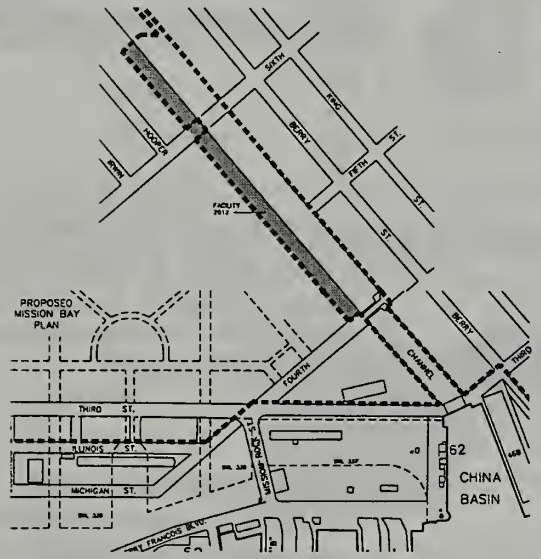
Maritime uses along Piers 48 and 50

The objectives call for preserving and rehabilitating the existing Pier 48 bulkhead facade and sheds consistent with Secretary of Interior's Standards. New structures on bulkhead sites, between Piers 48 & 54 will be grouped together to emphasize the contrast between built and open areas and to balance exciting maritime views with new maritime development.

Any new pier developments will respect the needs of maritime operations and, where feasible, incorporate opportunities for public access and views of maritime activities.

Design Criteria

CHINA BASIN CHANNEL



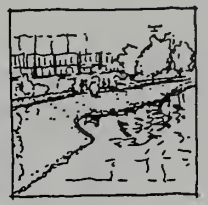
Along the south side of China Basin Channel west of Fourth Street, there is presently a 100 foot wide open space and roadway area (approximately 175,000 square feet total) within Port jurisdiction. Port property on the north side includes only the edge of the Channel. Improvements to the site should be coordinated with future plans to the adjacent Mission Bay area.

Site

OPEN SPACE: Develop an approximately 100 foot wide open space on Port property along the south side of China Basin Channel from Sixth Street to the Bay.

MASSING: Maintain the south side of the Channel, west of Third Street as open space; any new structures should be compatible with and ancillary to this use.

Orientation



EDGE: Create or maintain access to the waterfront edge wherever feasible.

Architectural Details

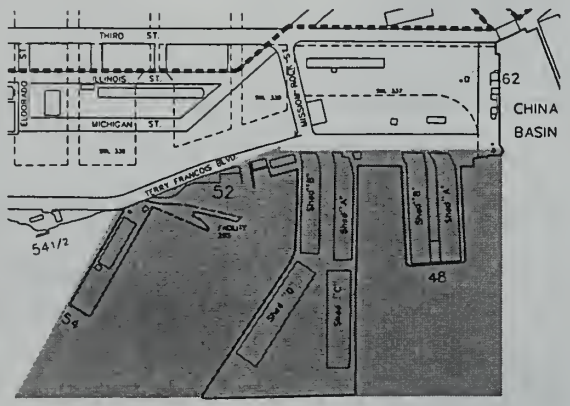
CHARACTER: Coordinate open space improvements throughout the area with those of adjacent development.

CHARACTER: Develop a consistent character of open space improvements along the south side of the Channel.

Design Criteria

PIERS 48 - 54

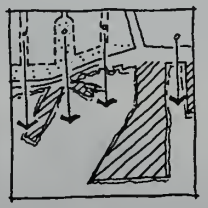
And Bulkhead Sites



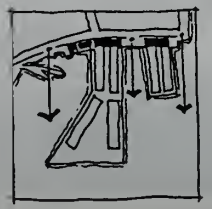
The Waterfront Plan reserves Piers 48, 50, and 54 over the long-term for potential cargo shipping and maritime-related uses. Interim uses are allowed. The area in between Pier 50 and 54 is designated for recreational boating and water use, with provisions for limited commercial uses.

Site

HISTORIC PRESERVATION: Rehabilitate and adaptively reuse the historic Pier 48 bulkhead facades and pier sheds, consistent with The Secretary of the Interior's Standards for Rehabilitation.

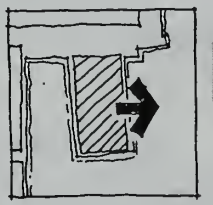


OPEN SPACE -- Waterfront Walkway: New development or reconstruction of Terry Francois Boulevard should include a waterfront walkway along the east and north sides of the Boulevard that connects to the historic Third Street Bridge.



MASSING: Along Terry Francois Boulevard, group activities and structures together to emphasize the difference between built and open areas.

Orientation



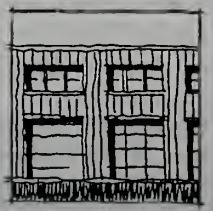
ORIENTATION -- Pier 48: Any required public access on Pier 48 should be located on the north edge of the pier to provide views of China Basin Channel and the Bay Bridge.

Architectural Details

CHARACTER - Pier 48 Bulkhead: Improvements to Pier 48 bulkhead structures should preserve the historic character defining elements of the structures.

CHARACTER -- Pier 48: Buildings near Pier 48 should be compatible and not compete visually with adjacent historic structures. Any strong architectural forms should be distanced from bulkheads. Character, materials, and color should complement historic structures.

CHARACTER -- Industrial: The materials, style and detailing of new bulkhead and pier improvments should reflect the industrial and maritime character typical of the area (e.g. bold forms, simple detailing, authentic materials).

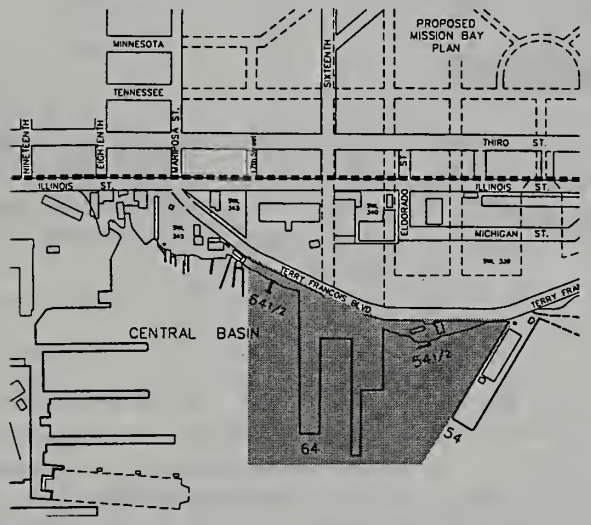


COLOR: Color of bulkhead structures should be primarily light in tone.

Design Criteria

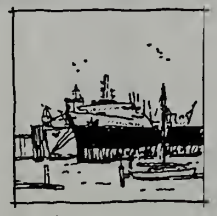
PIERS 54½ - 64½

And Adjacent Bulkhead Sites

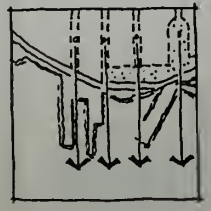


This area of the waterfront provides views of the Pier 70 shipyard and the potential to connect the waterfront to the City through the 16th Street corridor. Due to deteriorated condition, Pier 64 is no longer in use.

Site

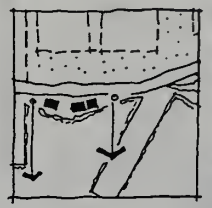


PUBLIC ACCESS -- 16th Street Open Space: Remove dilapidated Pier 64 as funds become available. If feasible, develop a pier or waterfront open space at or adjacent to the terminus of 16th street, and connect it to the proposed linear open space running parallel to Terry Francois Boulevard.



SITE COVERAGE -- Mission Bay Views: Coordinate views and location of any new public access improvements with adjacent Mission Bay developments. Maximize views to Pier 70 shipyard wherever feasible.

Site (continued)



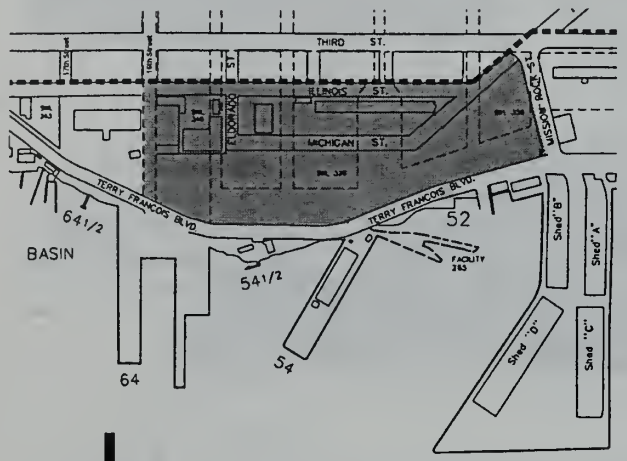
MASSING -- Waterfront Edge: Allow groupings of small structures along the waterfront edge to emphasize the difference between built and open areas. Protect street view corridors.

Architectural Details

CHARACTER: Materials, style, and detailing of building or public edge improvements should acknowledge the industrial, maritime uses of the Mission Bay Waterfront.

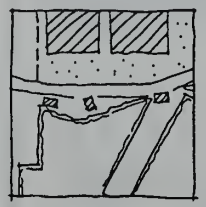
Design Criteria

SEAWALL LOTS 338, 339 & 340

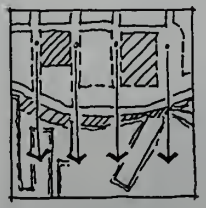


These three seawall lots are included in the Mission Bay Plan area. Maritime and public access improvements on Port property east of Terry Francois Boulevard will be coordinated with Mission Bay development.

Site



MASSING -- Open Space: Major new development in Mission Bay should be separated from the waterfront by open space west of Terry Francois Boulevard included in the Mission Bay Plan.



MASSING -- Street Views: Plan the location and creation of circulation and view corridors on east/west streets to coincide with new public access and viewing areas along the waterfront edge.

Orientation

ORIENTATION -- Streets: Primary building uses and entrances should be built and oriented to street edges.

EDGE: Building edges facing the waterfront should maintain a consistent built line, whether parallel to the street or the waterfront edge (setback variations of approximately 25' permitted).

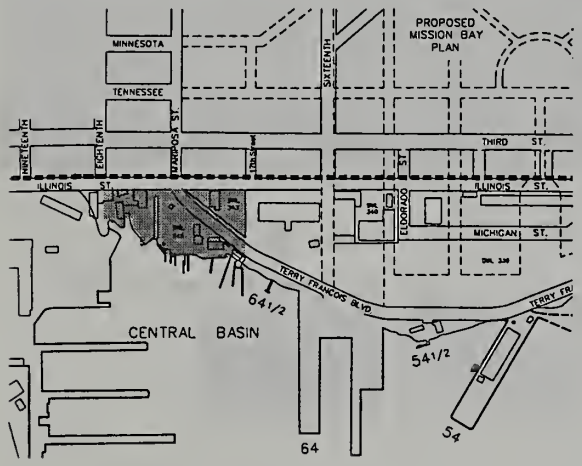
Architectural Details

ARTICULATION: New development should be architecturally scaled and articulated based on type of use. Residential uses should include vertical changes in facade at a maximum of 50 foot intervals. Larger commercial or institutional uses should be scaled appropriate to use.

TRANSPARENCY: Avoid blank ground floor walls by providing views into the ground floor of buildings wherever feasible.

Design Criteria

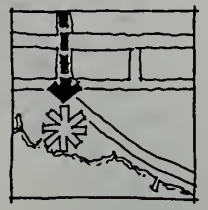
SEAWALL LOTS 343 & 345



Seawall Lot 343 is included in the Mission Bay Plan area. Seawall Lot 345 is occupied primarily by recreational boating, other maritime and industrial uses, public access, and a restaurant.

Site

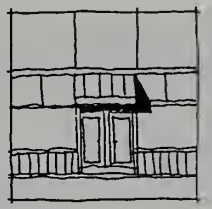
MASSING: Recognize the established neighborhood scale by limiting building mass to maximum 1/2 standard block size. Encourage multiple buildings per block.



SITE COVERAGE -- Mariposa Street: New development on Seawall Lot 345 should acknowledge the terminus of the Mariposa Street corridor with an open Bay view or with architecture that provides a waterfront identity.

SITE COVERAGE: New development should include exterior service or pedestrian ways between building massings that are oriented toward the Bay.

Orientation



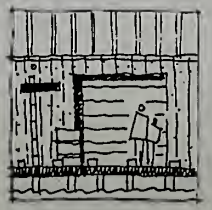
ORIENTATION: Primary commercial uses and entrances should face public streets.

Architectural Details

ARTICULATION: Provide vertical changes in street facades at a maximum of 50' intervals by varying storefronts, setbacks, breaks in building massings, color, or with architectural details such as columns, arches, structures or materials.

CHARACTER -- Industrial: Materials, style, and detailing should reflect the industrial character typical of the area (e.g. metal or masonary siding, simple detailing, industrial sash window frames, authentic materials).

TRANSPARENCY: Avoid blank ground walls by providing views into the ground floor of buildings wherever feasible.



PUBLIC EDGE: Edge improvements should consist of features and materials that serve the needs of the maritime uses (e.g. boat ramps, lifts, docking facilities). Benches, signage and other public access improvements should blend with industry features.

Appendix A: Street View Inventory

Street Views

Streets that connect to the waterfront should have views of the Bay, historic structures, or architecture that provides a waterfront identity.

The following is a inventory by view category of all streets illustrated on the Street View policy map on page 36 of the Waterfront Views section and as duplicated on the map below.

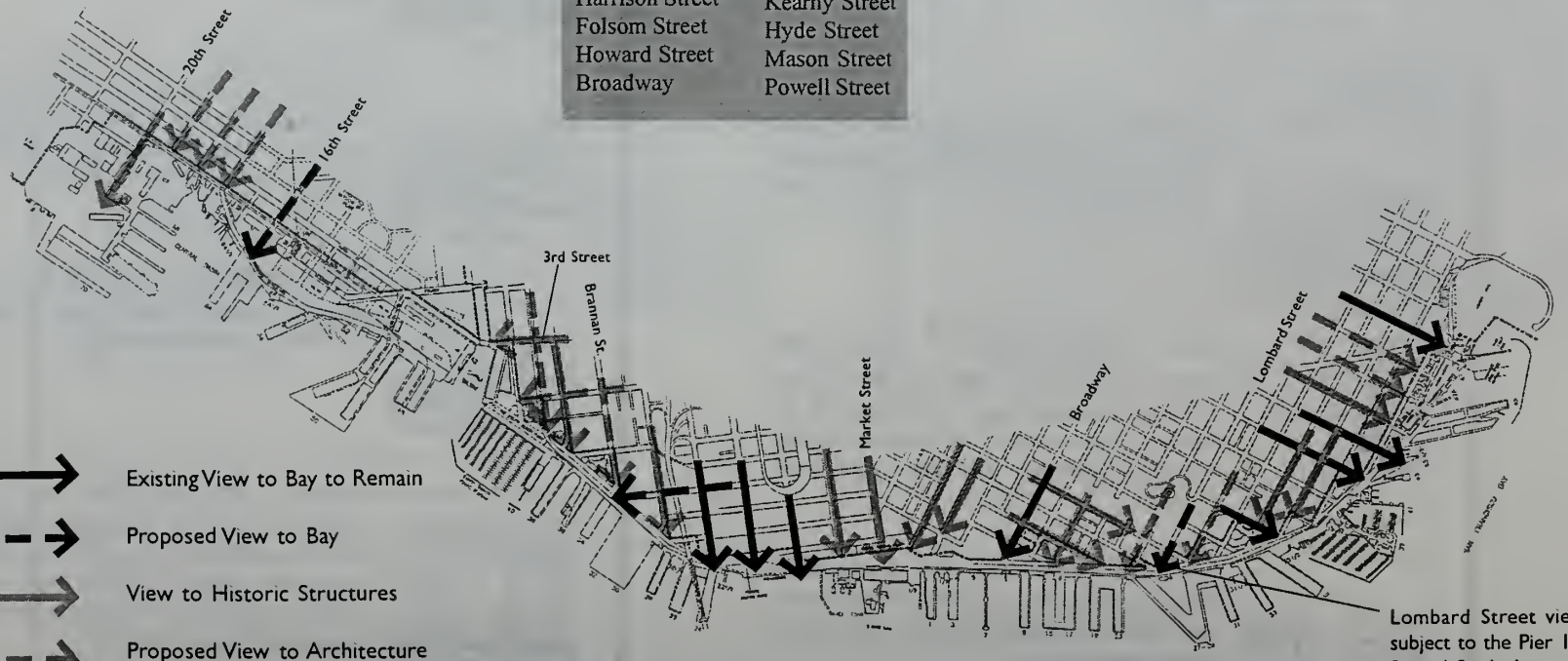
Existing Views of the Bay (to remain)

Street corridors with an unobstructed view of the Bay.

Harrison Street	Kearny Street
Folsom Street	Hyde Street
Howard Street	Mason Street
Broadway	Powell Street

Proposed View to Bay

16th Street
Beale Street
Lombard Street



Views of Historic Structures

Street views that terminate with a view of a historic building or structure.

20th Street	Washington Street
Third Street	Green Street
Townsend Street	Front Street
Bryant Street	Sansome Street
Mission Street	Bay Street
Market Street	North Point Street
Clay Street	Taylor Street

Proposed View to Architecture with a Waterfront Identity

Streets that terminate with views of architecture that provides a waterfront identity.

19th Street	Second Street
18th Street	Chestnut Street
17th Street	Leavenworth Street
King Street	Jones Street
Brannan Street	Greenwich Street

Appendix B: Historic Resources Glossary

Character-Defining - essential to the perception or understanding; a character-defining element is a feature that contributes to the special quality of a building or a site, without which the uniqueness is lost.

Historic District - an ensemble of historic resources possessing a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically and aesthetically by physical development or theme.

National Register of Historic Places - an official list maintained and revised by the Secretary of the Interior of properties (buildings, structures, sites, districts, and objects) that are significant in American history, architecture, archeology, engineering, and culture.

Period of Significance - a defined period of time during which a property established its historical association, cultural meaning, or value.

Preservation - the protection of historic properties from demolition or insensitive alterations. Within the Waterfront Design and Access Element, "preservation" is used as a general term, not as a specific "building treatment."

Programmatic Agreement - A type of Memorandum of Agreement, stating measures an agency will take to avoid or reduce effects on historic properties. A programmatic agreement is typically developed for a large or complex project or a class of undertakings that would otherwise require numerous individual requests for comments from the State Historic Preservation Officer and Advisory Council on Historic Preservation under Section 106 of the National Historic Preservation Act.

Rehabilitation and Adaptive Reuse - the act or process of making possible a compatible use for a property through repair, alterations and additions, while preserving features which convey its historical, cultural, or architectural values. "Rehabilitation" is further defined by *The Secretary of the Interior's Standards for Rehabilitation (Secretary's Standards). The Standards* are to be applied to specific rehabilitation projects in a reasonable manner, taking into consideration economic and technical feasibility.

Reconstruction - the act or process of depicting, by means of new construction, the form, features and detailing of a nonsurviving site, landscape, building, structure or object for the purpose of replicating its appearance at a specific period of time and in its historic location.

Restoration - the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period of time by means of the removal of features from other periods in its history and reconstruction of missing features from the restoration period.

Retention and Reuse - the act or process of reusing an historic property while maintaining it and protecting it from demolition. [This is a term defined specifically for use in the Waterfront Design and Access Element.]

Secretary of the Interior's Standards for the Treatment of Historic Properties - sets of standards, issued by the U.S. Department of the Interior, National Park Service, which provide guidance for the preservation, rehabilitation, restoration, and reconstruction of historic properties. In the Waterfront Design & Access Element, *Secretary's Standards* refers specifically to *The Secretary of the Interior's Standards for Rehabilitation*.

Stabilization - the act or process of applying measures designed to re-establish a weather-resistant enclosure and the structural stability of unsafe or deteriorated property while maintaining its essential form and character-defining features.

State Historic Preservation Officer - the official in each State or territory who administers the National Historic Preservation Program at the State level, reviews National Register nominations, maintains file data on historic properties, and consults with Federal agencies during reviews required by the National Historic Preservation Act of 1966.

The Secretary of the Interior's Standards for Rehabilitation

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.

2. The historic character of a property shall be retained and preserved. The removal of historic materials or alteration of features and spaces that characterize a property shall be avoided.

3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.

4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.

5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.

6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.

7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.

8. Significant archeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.

9. New additions, exterior alterations, or related new construction shall not destroy historic material, that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.

10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

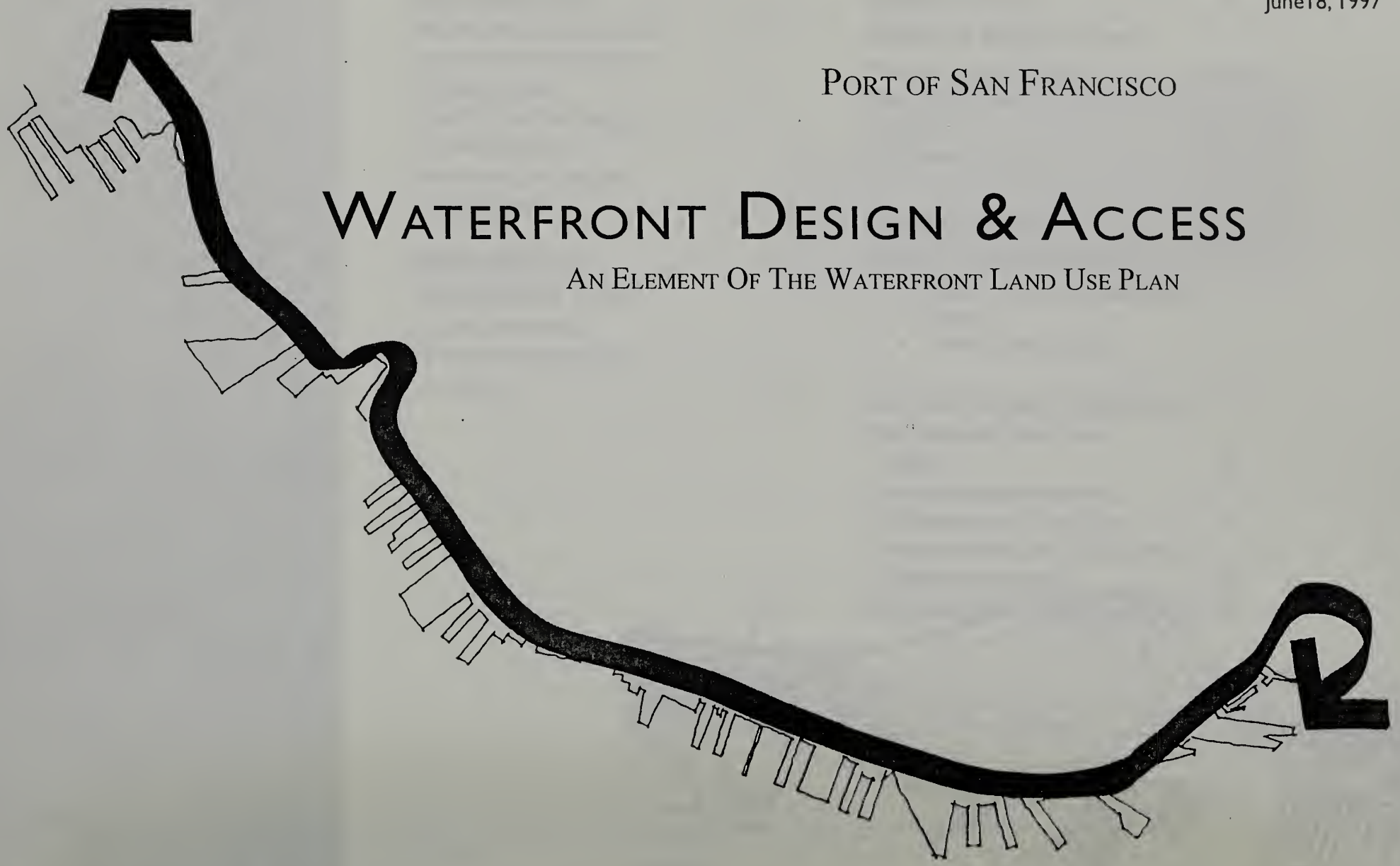
Industrial Buildings at Pier 70

ATTACHMENT B.2
PAGES CONTAINING ~~PROPOSED—DELETIONS~~
TO THE MAY 7, 1997 DRAFT
June18, 1997

PORT OF SAN FRANCISCO

WATERFRONT DESIGN & ACCESS

AN ELEMENT OF THE WATERFRONT LAND USE PLAN



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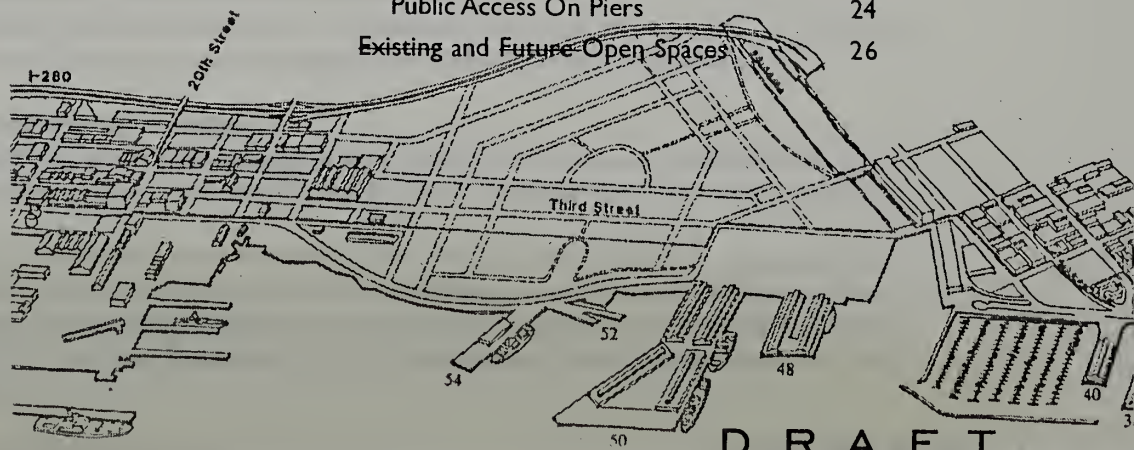

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The Waterfront Plan is the product of an intensive, five year public planning process conducted primarily by a 27 member Waterfront Plan Advisory Board. During the planning process, it became clear that one of the greatest public concerns about the Port's future is how the waterfront will interface with the City. Thus the overarching vision of the Waterfront Plan is "the City reunited with its waterfront".

Four of the seven goals which guided development of the Waterfront Plan touch on how the design and access of new waterfront activities can help achieve this vision:

End of ~~a~~ pier ~~shed~~ in the Northeast Waterfront

Urban Design Worthy of the Waterfront Setting:
The design of new developments should be of exemplary quality and should highlight visual and physical access to and from the Bay, while respecting the waterfront's rich historic context and the character of neighboring development.

Access To and Along the Waterfront:
A network of parks, plazas, walkways, open spaces and integrated transportation improvements should improve access to, and enhance the enjoyment and appreciation of, the Bay environment.

An Evolving Waterfront, Mindful of its Past and Future:
Improvements should respect and enhance the waterfront's historic character, while also creating new opportunities for San Franciscans to integrate Port activities into their daily lives.

A Diversity of Activities and People:
Port lands should host a diverse and exciting array of maritime, commercial, entertainment, civic, open space, recreation and other waterfront activities for all San Franciscans and visitors to enjoy.

When the Port Commission endorsed the Draft Waterfront Plan in January 1995, it added a requirement that the Port develop design guidelines to address the public's overwhelming concern about how the revitalized Port will look and feel, and to ensure that waterfront redevelopment occurs in a manner sensitive to and compatible with the beauty of the San Francisco Bay. This requirement led to the development of this Design & Access Element.

Related Urban Design & Public Access Documents

- Port of San Francisco Waterfront Land Use Plan , April 1996
- San Francisco General Plan
- Waterfront Plan Workshop Reader December 1994
- Fisherman's Wharf Urban Design Plan, Skidmore, Owings & Merrill, May 1989
- BCDC Bay Plan and Special Area Plan
- BCDC Total Design Plan for Piers 7 - 24, May 1986
- BCDC Public Access Design Guidelines, September 1985
- The Embarcadero Plan, SFAIA April 1986
- Waterfront Transportation Projects — Urban Design Review of Overall Project, Sasaki & Team, December 1991
- Signing Study for The Embarcadero Sasaki & Team, January 1995
- Waterfront Transportation Projects Urban Design — Design and Development guidelines, Bechtel, 1988
- Central Embarcadero Urban Design Strategy, ROMA, June 1993

Preparation of The Design & Access Element

The Design & Access Element was prepared by staff from the Port of San Francisco and the San Francisco Planning Department, based on the guidance of a nine member Technical Advisory Committee (TAC). The TAC was composed of representatives from agencies and organizations with particular concerns or mandates that relate to the waterfront environment, including the Waterfront Plan Advisory Board, the San Francisco Bay Conservation and Development Commission (BCDC), the San Francisco Planning and Urban Research Association, the San Francisco Planning Department, the American Institute of Architects, the American Society of Landscape Architects, the Save San Francisco Bay Association (Save the Bay), and individuals with specific experience in waterfront design and historic preservation. The TAC met regularly for over one year to direct, review and critique the Design & Access Element. Additional input and review by BCDC and Save the Bay focussed on public access and open space and resulted in special emphasis on these resources in this document.

Throughout the past 20 years, the San Francisco waterfront has been the subject of many different planning and design studies initiated primarily by the San Francisco Planning Department, BCDC, or in response to public or private development projects proposed on or near the waterfront. Over a dozen such studies identified common urban design or public access principles which today are embraced by the public and appointed decision-makers. Based on these common principles, the TAC ~~adopted~~ the following ~~goals of the Design & Access Element~~ which they applied and balanced as they developed their recommendations for design and access along the waterfront.

•City Connection
Create clear access and connections to the waterfront from adjoining neighborhoods.

•Views
Frame and create views from publicly accessible areas, including views of the Bay and across the water, of maritime activities, back to the City, and from City streets and hilltops.

•Identity
Each waterfront planning area should have its own identity, yet be compatible with adjacent City neighborhoods.

•Maritime Character
Enhance the working waterfront character with development that is in context with maritime uses.

•Historic Resources
Recognize and preserve historic resources, while creating greater public access to the waterfront.

•Continuous Public Access
On piers within specified planning areas, provide a continuous flow of public access, including open spaces and pier edges, where compatible with maritime operations.

•Clear Destination
Public access on piers should lead to clearly defined destination points. Destination points may range from a simple widened public access point with a view, to a major commercial attraction.

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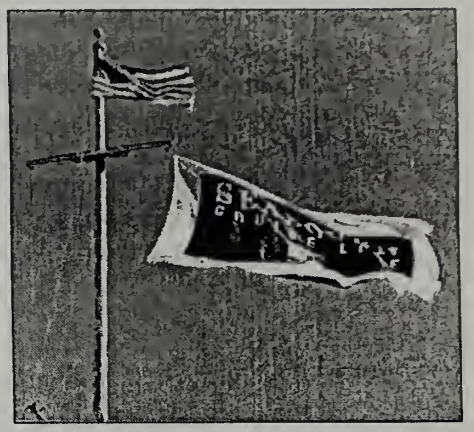
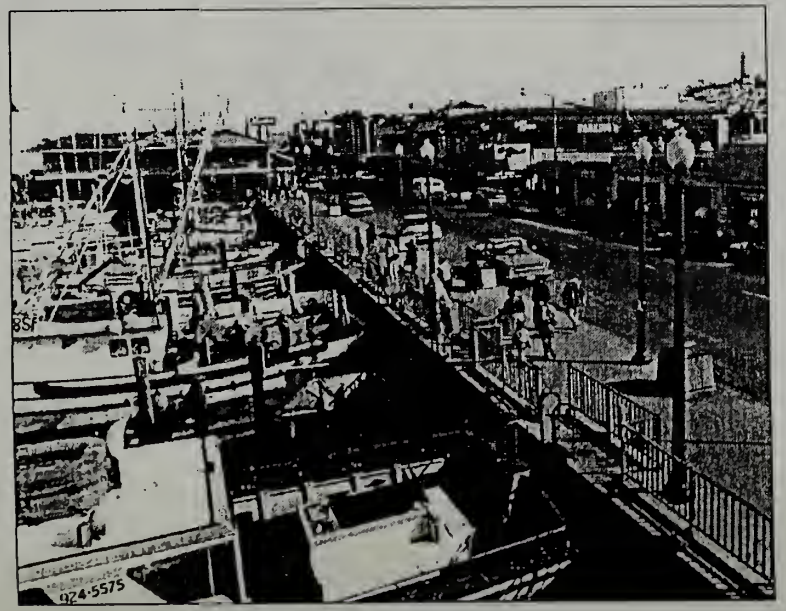
Who Will Use The Design & Access Element

The Design & Access Element will be used on a regular basis by agencies, organizations, and individuals interested in ensuring that good design and access remain a priority along the San Francisco waterfront.

The Port of San Francisco

Port staff and the Port Commission will review proposed waterfront improvements and leases to ensure that they are consistent with the Waterfront Plan and the Design & Access Element. The Element's policies ensure that those urban design features which make the San Francisco waterfront a unique and wonderful urban place - public access and open space, views, historic resources - will be protected and enhanced while the Port balances its public trust responsibilities and implements the Waterfront Plan. The Port will update the Waterfront Plan and, if necessary, the Design & Access Element, every five years to ensure that these documents provide current direction to decision-makers and the public.





Fishing boats along Jefferson Street in Fisherman's Wharf

Other Public Agencies

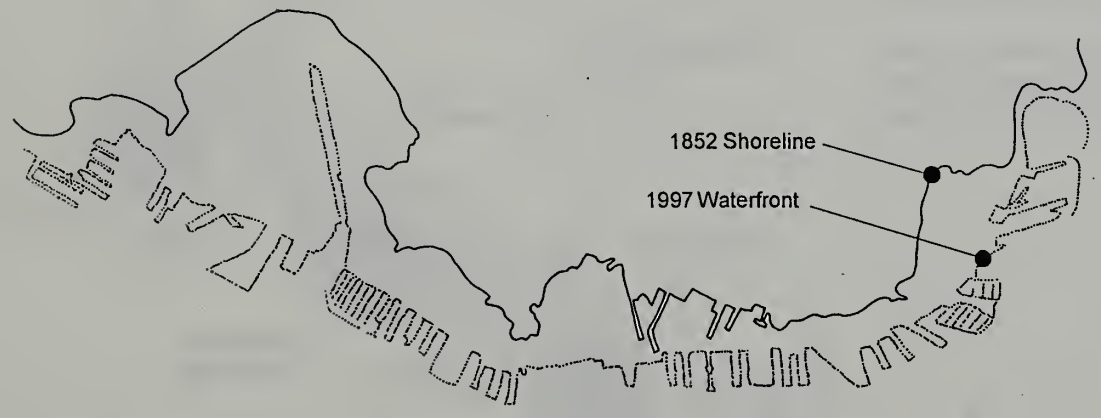
The San Francisco Planning Department and BCDC also have jurisdiction over many aspects of waterfront development. The Planning Department will work with the Port to ensure consistency between its planning documents (the San Francisco General Plan and Planning Code) and the Waterfront Plan and Design & Access Element. Likewise, BCDC will work with the Port to ensure consistency between its planning documents (the Bay Plan and Special Area Plan) and the Waterfront Plan and Design & Access Element. Amendments will be necessary to Port, Planning Department and/or BCDC documents to ensure such consistency. ~~Ultimately~~, the Design & Access Element will be the ~~definitive~~ set of design standards used by the Port, the Planning Commission and BCDC in a coordinated project review process to shape and evaluate new waterfront development projects.

The Public

The Waterfront Plan and Design & Access Element were developed with extensive public input and oversight to ensure that they represent a thoughtful public consensus about how waterfront revitalization should unfold. The public can therefore refer to these documents to ensure that public agencies with jurisdiction over various aspects of waterfront development are being responsive to public concerns and consensus as

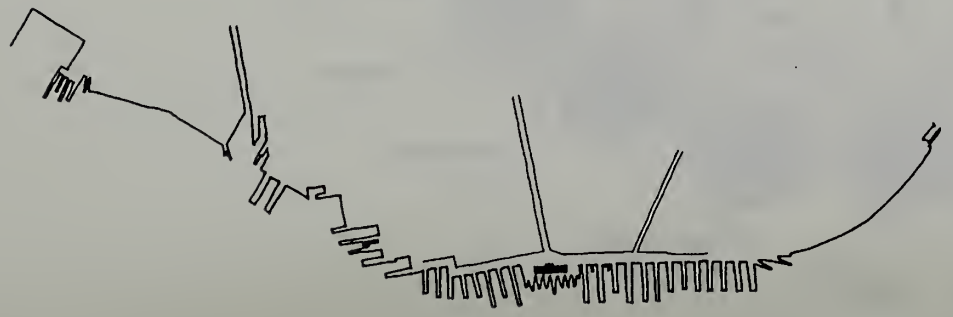
Evolution of San Francisco's Shoreline

The following figures illustrate how San Francisco's shoreline has evolved over the past 150 years. Starting in the 1850's, the waterfront edge and adjacent inland properties were shaped to accommodate maritime industry. As technological innovations transformed the shipping and transportation industries, the waterfront edge was altered accordingly. More recently, increased use of the shoreline and adjacent areas north of China Basin for residential and commercial uses and public recreation has led to additional changes in the shoreline. The waterfront will continue to accommodate maritime needs, provide opportunities for public recreation and enhancement of the Bay and provide new commercial recreation uses that draw people to the shore. These future physical changes will be guided by policies in this Design & Access Element which are based on an understanding of how the waterfront has evolved, why its form is unique to San Francisco, and how it can be enhanced.



1852 Shoreline

The ~~original~~ San Francisco shoreline as it existed two years after California's official admission into the United States (solid line), compared to the 1997 shoreline (dotted line).



1908 Shoreline

Between 1852 and 1908, the Gold Rush and an explosion of shipping and trading activity led to Bay fill for a harbor and supporting warehouse district. An initial seawall was completed in the Northern Waterfront and a second, longer seawall was begun. By 1908, just two years after the Great Quake, twenty-eight piers were in operation.

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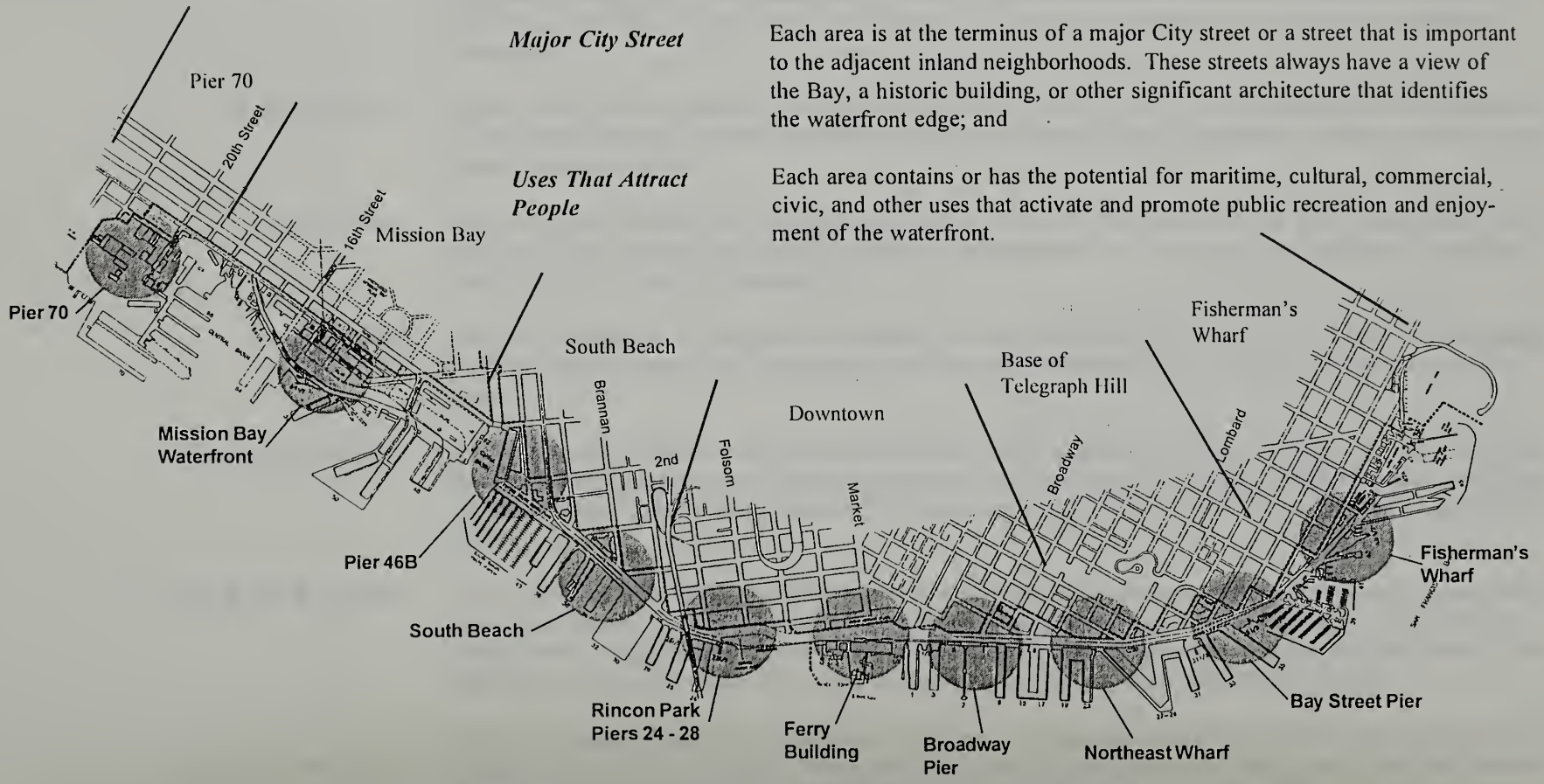
City Connection Areas

~~Along the waterfront, there are specific areas that are identified here as~~ "City Connection Areas"--important places where the City and the waterfront converge and where reunification of the City and the waterfront is most likely to occur. ~~They~~ possess one or more of the following features:

Open Space	A significant existing or future public waterfront open space;
Unique Character	An architectural or maritime character of improvements that is unique to that area of the waterfront and adjacent neighborhood;
Major City Street	Each area is at the terminus of a major City street or a street that is important to the adjacent inland neighborhoods. These streets always have a view of the Bay, a historic building, or other significant architecture that identifies the waterfront edge; and
Uses That Attract People	Each area contains or has the potential for maritime, cultural, commercial, civic, and other uses that activate and promote public recreation and enjoyment of the waterfront.



The City Connection Areas are located at regular, five to ten minute walking intervals along the waterfront. Together, they establish a comprehensive network of individual places from ~~Fisherman's Wharf~~ to Pier 70 where public access and open space, view and historic preservation objectives will be applied to new developments. Some of the areas are already well established such as Fisherman's Wharf. Others are identified in the Waterfront Plan

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as "Mixed Use Opportunity Areas" where the development of new open spaces and/or public access, maritime activities, and commercial uses is targeted. Port properties south of Pier 70 are largely developed or reserved for container terminals which preclude their redevelopment as City Connection Areas.

Fisherman's Wharf The Wharf exhibits a unique mix of fishing and visitor-oriented uses, and an eclectic built form. Expanded fishing industry operations, harbor facilities, ferry operations, and public open space on Seawall Lots 300 and 301 will complement existing visitor attractions and draw City residents to the area.

Bay Street Pier This area ~~offers an opportunity to make~~ an important connection to the City where Bay Street meets the historic bulkhead buildings along The Embarcadero. Piers 31-35 and Seawall Lot 314 form a development opportunity area which, together with East Wharf Park, will provide a gateway to Fisherman's Wharf from the Northeast Waterfront.

Northeast Wharf A new waterfront open space will be located between Piers 15 and 29 if piers in this area ~~undergo new development~~. It will provide a connection to the waterfront and views of Treasure Island for residents, workers and visitors to the base of Telegraph Hill area.

Broadway Pier Pier 9 is a prime maritime site and Seawall Lots 322-I, 323 and 324 are prime sites for infill development. New uses should take advantage of the major public access amenities at Pier 7 and provide a focal point for the area where Broadway meets The Embarcadero.

Ferry Building The Ferry Building is the focal point of the area. This historic landmark building and its environs will be restored as a regional transportation hub with ~~an array~~ of public and commercial uses, a grand boulevard and new public plaza.

Rincon Park & Piers Rincon Park will provide a new downtown open space with spectacular Bay views. The Park will be enhanced by the removal of dilapidated Pier 24 and development of new maritime and commercial recreation uses on Piers 26 and 28. Pier development will include new public access ~~areas~~ with ~~expansive~~ views of the Bay Bridge and the City skyline.

South Beach & Pier 46B The South Beach area, which includes the site of the ~~proposed~~ Giants ballpark at Pier 46B, has undergone a transition from industrial uses to mixed residential and commercial uses. Piers 34 and 36 will be removed to create "Brannan Street Wharf", a major public open space to serve local residents and businesses, ~~as well as~~ ballpark visitors. This open space will also serve future maritime and commercial recreation uses on adjacent Piers 30-32.

Mission Bay Waterfront This area's unique character is derived from an active mix of maritime uses along the shoreline ranging from cargo operations to recreational boating. Waterfront public access improvements will include new waterfront walkways along Terry Francois Boulevard and China Basin Channel with maritime and City views.

Pier 70 This area is located in the heart of the City's industrial waterfront, adjacent to the Port's ship repair yard. It includes the historic Union Iron Works buildings (Buildings 101, 102, 104 and 113-114) which should be pre-served and adaptively reused.

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Policies for the Waterfront: Public Access & Open Space, Views, Historic Resources

Chapter Three

This chapter examines the ~~three~~ most important "waterfront design resources" which define the urban design character of the Port waterfront -- open space and public access, views, ~~and~~ historic resources. These resources are evaluated in their existing condition, and policies and future actions are specified to:

- ***Preserve*** the existing resource;
- ***Enhance*** the resource where appropriate; and
- ***Create*** new resources where needed along the waterfront.

Applying these concepts requires an understanding of how the open space, views, ~~and~~ historic resources work together to create the waterfront's unique character, and how preservation, enhancement, and creation of these resources fits into the Port's overall public trust responsibilities and economic capabilities.

To provide a baseline for analysis, inventories were prepared to record the types and location of existing open space and public access areas, views and vantage points, ~~and~~ historic and non-historic buildings. Analysis of how people use and enjoy San Francisco's dynamic urban waterfront led to an understanding of the interdependence of views, open spaces, and historic resources with the Port's maritime, commercial and recreation activities. For example, dramatic views of the Bay or maritime activities are often framed by historic buildings that house commercial activities and restaurants and/or that are the major feature of an open space. An open space next to an historic or non-historic building often emphasizes the building's importance and increases its visibility, while activating the open space and making it safer.

Pier 29 Bulkhead

In order to enhance existing resources or provide well designed new resources, the Port will balance the opportunities and constraints of public access and open space, views and historic resource preservation with the Port's commercial and maritime activities. In some areas, the placement or protection of one type of resource can limit the opportunity for another resource. Between Piers 19 and 35, for example, the distance between waterfront views is greater than in other parts of the waterfront because many bulkhead buildings and piers remain in this area. While wholesale removal of bulkhead buildings and piers would open up views in this area, it would do so at the expense of erasing part of San Francisco's architectural heritage and splendor, and removing dynamic waterfront commercial and maritime activities. Views could, however, be created through openings in historic buildings and by selective removal of non-historic buildings.

Embarcadero Promenade between Piers 28 and 30-32

By preserving, enhancing and creating a unique combination of ~~these~~ resources and land uses, the Port will provide a balanced variety of waterfront experiences for San Franciscans and visitors to enjoy.

Implementation of the poilcies in this chapter will create a scenic and publicly accessible waterfront, while allowing the Port to continue to meet its maritime land use needs, and provide opportunities for new activities and uses to draw people to the shore.

Fishing boats at Pier 45 in ~~the~~ Fisherman's Wharf

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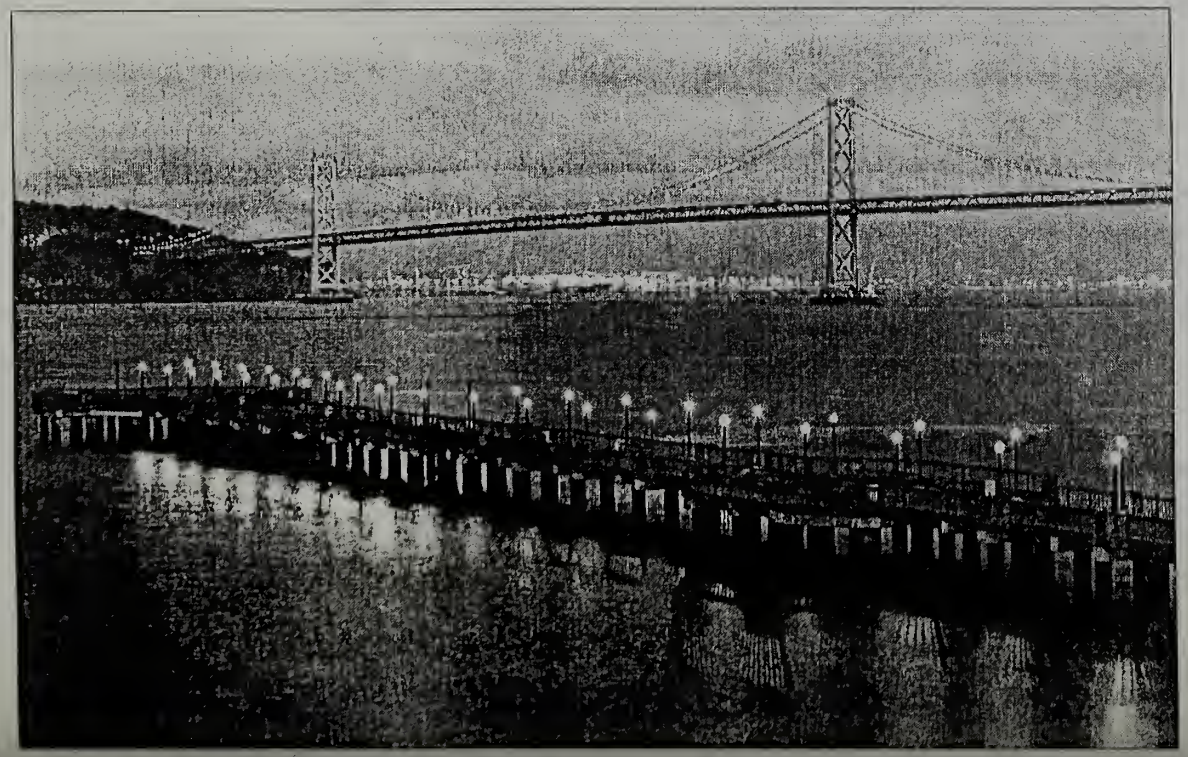
Public Access and Open Space

The waterfront's network of existing and future public access and open space areas is one of the City's most significant waterfront resources. It extends the City's park and open space system, connects the City with the expansive waters of the Bay, and offers tremendous opportunities for public enjoyment of the waterfront.

This ~~chapter~~ provides an overview of the primary waterfront public access and open space policies, quantitative and qualitative standards for public access and open space in new developments, illustrative examples of how public access and open spaces can be provided on piers, and a description of existing and future public access and open spaces.

Public Access & Open Space Policies

The Port's public access and open space plan reflects four primary policies: a 'continuous' public access and open space program that encourages people to explore the entire waterfront; a 'sequence' of significant open spaces occurring at frequent walkable intervals; a 'variety' of public access and open spaces to experience the waterfront's many activities; and public access and open spaces which provide connections between the City and the Bay. In developing new public access and open space, the Port will build upon its base of existing public access and open space, create opportunities for people to explore the entire waterfront through a variety of recreational opportunities and connections with the water, and provide opportunities for spectacular views of the Bay and its maritime activities. In addition, the Waterfront Land Use Plan calls for the creation of a 'PortWalk' along the waterfront which integrates new public access and open space on piers with the Port's continuous waterfront walkway. Concepts for the design and qualities of the 'PortWalk' and other public access to be included as part of pier development are discussed on the following pages.



Pier 7 public access and fishing pier

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Continuity

Develop a continuous waterfront walkway that connects public access, open spaces and activity areas from Fisherman's Wharf to Pier 70. The Embarcadero Promenade already provides a major portion of this walkway from Pier 39 to South Beach. Proposed future walkway improvements from China Basin to Pier 70 and improvements to the Jefferson Street sidewalks in Fisherman's Wharf will improve pedestrian access and enjoyment and will complete a continuous walkway along the waterfront. This concept is a fundamental part of the PortWalk which will extend public access onto piers.

Sequence

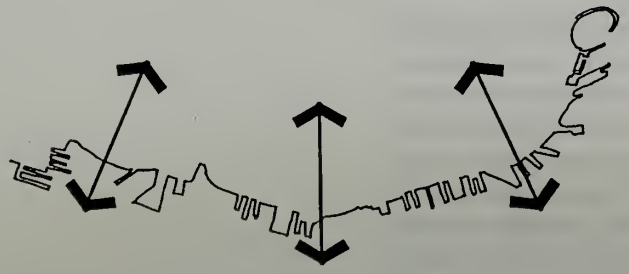
Create a sequence of major open spaces that occur frequently and regularly at significant points along the waterfront. East Wharf Park at Pier 39, Pier 7, and South Beach Park are major existing open spaces north of China Basin. They will soon be joined by a major plaza in front of the Ferry Building and a landscaped park at Rincon Point. Additional future open spaces at Fisherman's Wharf, Northeast Wharf in the Pier 15 to 27 area, at the terminus of Brannan Street, and in the Mission Bay area also will contribute to this network. These open spaces will be complementd by a variety of smaller open spaces on piers and in other locations along the waterfront.

Open Space Types

- *Waterfront Plazas and Parks*
- *Historic Ships and Boats*
- *Waterfront Walkways and Edges*
- *Natural Areas/New Open Water*
- *Piers/Open Spaces*

Variety

Develop a variety of public access and open spaces that offer many recreational opportunities and enhance other uses along the waterfront. The waterfront has a variety of public access and open spaces including natural areas, landscaped parks, plazas, waterfront walkways and open water areas. New public access and open space should continue to expand the diverse opportunities for recreation, views and appreciation of the waterfront and the Bay.



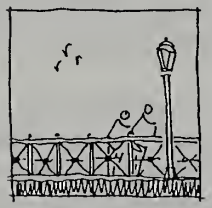
~~Connectivity~~

Design public access and open spaces to encourage connections between the City, the waterfront and the Bay. Many people will be drawn to those waterfront access areas which are most visible from the City. New public access and open spaces should therefore be designed to maximize visibility or other connections ~~to the City~~.

Microclimate Conditions

The design and placement of new public access and open spaces should address microclimatic conditions by providing, ~~for example~~, shelter from wind ~~and~~ maximum sun exposure.

Site Improvements



New public access and open spaces should include facilities that make open spaces usable to the public. This may include benches, drinking fountains, toilets, railings, trash receptacles, fish cleaning facilities, public art, landscaping, boat landing facilities, lighting, recreational opportunities, etc. Provide interpretive signage and displays, coordinated with a Portwide signage program, to inform the public about the waterfront's history, architecture and environmental resources.

~~Commercial and Ferry Facilities~~

~~Where space permits in public access and open spaces, accessory commercial activities (e.g. food and beverage carts, bike or skate rentals) may provide on-site services to visitors, or adjacent commercial uses (e.g. restaurants) may spill out onto these areas. Design and placement of public access improvements should be coordinated with, but distinguished from, adjacent commercial uses to ensure public access and open spaces are inviting and enjoyable. Queing facilities for ferry boats have the potential to occupy large portions of the waterfront edge. The location of ferry queuing should therefore be compatible with the public access and circulation needs of open spaces.~~

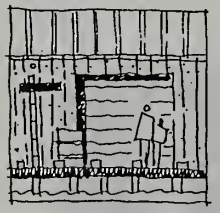
Design For Security

The location of open spaces and their visibility from adjacent uses can affect the safety and comfort of the public. Open spaces and site improvements should therefore be designed to avoid concealed areas and include adequate lighting.

Views

Public access should include views to the waterfront, Bay, maritime activities and/or the City. (Refer to Chapter 3 pp. 31-39 and Chapter 4 site specific design criteria for a complete discussion of views.)

Materials



Materials used in public access open space areas should be able to withstand the effects of a waterfront location.

Commercial Facilities Within and Adjacent to Public Access and Open Space

Design public access so that the user is not intimidated nor is the user's appreciation restricted by structures or incompatible uses. Allow accessory commercial activities (e.g. food and beverage services, bike or skate rentals, ferry queuing) within open space and public access areas after maintaining adequate pedestrian circulation and minimizing blockage of the waterfront edge. Allow adjacent commercial uses (e.g. restaurants) to spill out onto public access and open space areas. Clearly delineate adjacent commercial uses areas from public use areas with signs, planting, fences or elevational changes.

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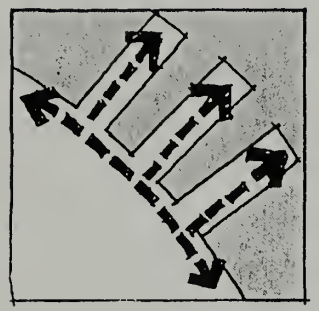
Qualitative Standards for the 'PortWalk' & Public Access on Piers



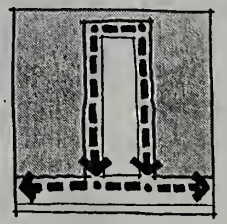
PortWalk Concept

The 'PortWalk' will be a combination of the continuous waterfront walkway along The Embarcadero (the Embarcadero Promenade) and other waterfront roadways, and public access on piers. From the main walkway adjacent to the roadway, there will be visible connections to public access and development destinations over the water. 'PortWalk' public access on piers will take many different forms, depending on site location, view opportunities, and the type and design of the development project of which it is a part. The illustrations below demonstrate some ways in which circulation and destination areas can be located on piers to bring people to the water's edge. The Qualitative Standards for public access and open space described on pages 22-23 also should be applied when siting and designing public access and open space.

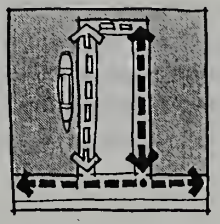
New public access and PortWalk improvements will be created as Port property is redeveloped with new uses. New developments on finger piers will be required to provide public access on at least 25% of the pier. For larger existing or reconfigured piers, it is expected that more public access will be necessary; the entire area dedicated to public access will be ~~determined~~ through the joint design review process conducted by the Port, the San Francisco Planning Department and BCDC.

PortWalk/Circulation on Piers

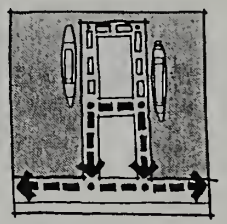
In the majority of cases, new development on piers will include PortWalk public access around the pier perimeter to maximize contact between people and the water's edge. In certain instances, safety considerations or maritime operational needs (e.g. ship loading and service areas at the cruise terminal) may preclude complete perimeter access. In other cases, priority viewing locations or microclimate conditions may warrant emphasizing public access on certain sides over others. This could be accomplished in a variety of ways, including use of higher quality pavement and construction materials or installation of more benches, lighting or other furniture and fixtures. These site-specific situations are addressed in the Subarea Design and Access Criteria presented in Chapter 4. For example, the criteria for Piers 26-28 call for aligning pier public access with the Harrison Street view corridor, and creating a public access edge on the north side of Pier 26 (or reconfigured pier) to take advantage of spectacular City views. Shown above are just two examples of how



Perimeter



Edge



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~~Existing and Future~~ Open Spaces

The development of the industrial and maritime Port from the 1860's through the 1930's offered few opportunities for public access or open space. Over the last 20 years, however, the shift of industrial activities to the southern waterfront and land use changes along the northern waterfront between China Basin and Fisherman's Wharf have encouraged the development of public access and open spaces on Port property.

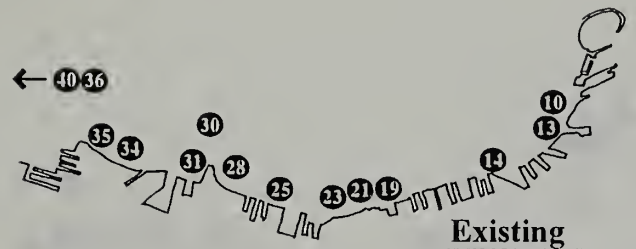
Waterfront Plan policies call for developing additional public access, open spaces and other uses to attract people to the waterfront as part of maritime mixed-use projects. These new projects will incorporate recreation-oriented maritime and commercial uses and new public access and open space improvements. The Port will further improve waterfront public access by providing major public open spaces, such as Rincon Park, and new open spaces in Fisherman's Wharf, the Northeast Waterfront and South Beach.

The Port's existing and future public access and open space network is organized into five categories:

- Waterfront Plazas and Parks
- Pier Open Spaces
- Waterfront Walkways and Edges
- Natural Areas and New Open Water
- Historic Ships and Boats

Plaza and park amenities included as part of new developments in the South Beach area.

Over time, the PortWalk will include and connect all these areas in a comprehensive public access program for the Port. ~~Further description of the existing open spaces is included in Appendix ___~~. For future public access and open spaces, site-specific design criteria are presented Chapter 4.



Waterfront Plazas and Parks

Waterfront plazas and parks are soft landscaped or hard-surfaced plazas, most of which are located on seawall lots. Uses range from programmed activities, such as field games, to passive enjoyment of the Bay. Some landscaped open spaces include plazas, walkways or other hard-surfaced areas.

Existing

13 Sydney Rudy Waterfront Park ("East Wharf Park")
Lawn and children's play area fronting on the Embarcadero between Piers 35 and 39 in Fisherman's Wharf.

21 Seawall Lot 347N
An office building plaza with Bay views at the northeast corner of Howard Street and The Embarcadero in the Ferry Building area.

28 South Beach Park
Lawn and other park improvements adjacent to the South Beach Harbor in the South Beach area.

30 Mission Creek Harbor
South side of China Basin Channel between Fourth and Sixth Streets in the Mission Bay area.

South Beach Park and Marina

35 Agua Vista Park
Planted area and fishing pier with views of Pier 70 along Terry Francois Boulevard in the Mission Bay area.

36 Warm Water Cove Park
Native planting and walkways at the foot of Twenty-Fourth Street in the Southern Waterfront.

Future

10 Triangle Lot, Piers 43 & 43 ½
A ~~new plaza and/or landscaped park area~~ bounded by Jefferson, Taylor, and Powell Streets in ~~the~~ Fisherman's Wharf ~~area~~. The initial phase will be a plaza on approximately 70% of the Triangle Lot (~~Seawall lots 300 and 301~~), financed by development on the remaining site area.

Northeast Wharf
14 A new plaza to be developed by the Port adjacent to The Embarcadero between Piers 19 and 27 in the Northeast Waterfront area.

Ferry Building Plaza
19 A new plaza on the City side of the Ferry Building to be developed along with ~~reconstruction~~ of The Embarcadero roadway.

Rincon Park
23 A new park on the east side of The Embarcadero with views of the Bay Bridge, between Howard and Harrison Streets in the Ferry Building area.

Brannan Street Wharf
25 A plaza and Promenade open space to be developed and financed by the Port, including the removal of Piers 34 and 36 in the South Beach area.

South Beach Park
28 Phase 2 of the park adjacent to the proposed ballpark in the South Beach area.

Seawall Lot 337
31 Landscaped or natural area adjacent to China Basin Channel and Third Street in the Mission Bay area.

Mission Bay Open Space
34 Landscaped area adjacent to the Bay, along Terry Francois Boulevard between Mission Rock and 16th Streets in the Mission Bay area.

India Basin Park
40 Part of a larger City park on the south side of India Basin in the Southern Waterfront area.

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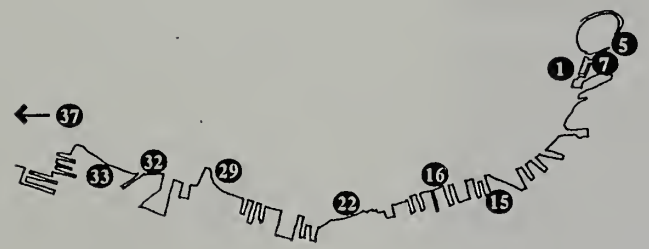

Waterfront Walkways and Edges

Waterfront walkways and edges consist of the Embarcadero Promenade and other walkways that run along the edge of the City and provide an opportunity to travel along the waterfront. These open spaces also frequently connect to other open spaces beyond Port boundaries. Also included are smaller open spaces that are adjacent or connected to the Promenade. The Promenade and other walkways are used by walkers, strollers, roller bladers and runners.

Embarcadero Promenade south of Mission Street

Existing

1 Jefferson Street Sidewalk
Sidewalk connecting the Embarcadero Promenade to Aquatic Park from Powell to Hyde Streets in Fisherman's Wharf.

7 Inner Lagoon Walkways
Areas to view the fishing harbor adjacent to Jefferson Street between Taylor and Jones Streets in Fisherman's Wharf.

22 Herb Caen Way ("Embarcadero Promenade")
25 foot wide (minimum) Embarcadero shoreline walkway with "Art Ribbon" project extending from Fisherman's Wharf to China Basin.

32 Pier 52 Boat Launch
Public boat launch in the Mission Bay area with adjoining waterfront edge access.

37 Islais Creek
Public improvements coordinated by The Friends of Islais Creek on the north edge of Islais Creek east of Third Street in the Southern Waterfront.

Future

1 Jefferson Street Sidewalk
Paving and lighting improvements to the sidewalk between Powell and Hyde Streets in Fisherman's Wharf.

5 Hyde Street Harbor
Pier edge access at the entrance to the fishing harbor immediately east of the Hyde Street Pier in Fisherman's Wharf.

15 Pier 23
Improvements adjacent to the Promenade between Piers 23 and 27 in the Northeast Waterfront.

16 Waterfront Restaurant
Marginal wharf and pier edge improvements on Pier 7 ½ at the foot of Broadway Street in the Northeast Waterfront.

29 ~~Giants~~ Ballpark Public Access
Public access walkway extending the length of Pier 46B adjacent to China Basin Channel between South Beach Park and the Third Street Bridge.

32 Pier 52 Boat Launch
Improvements to the public boat launch and 400 feet of waterfront edge along Terry Francois Boulevard in the Mission Bay area.

33 Mission Bay Walkway
Waterfront walkway along Terry Francois Blvd. connecting the Third Street Bridge at China Basin with the Pier 70 area.

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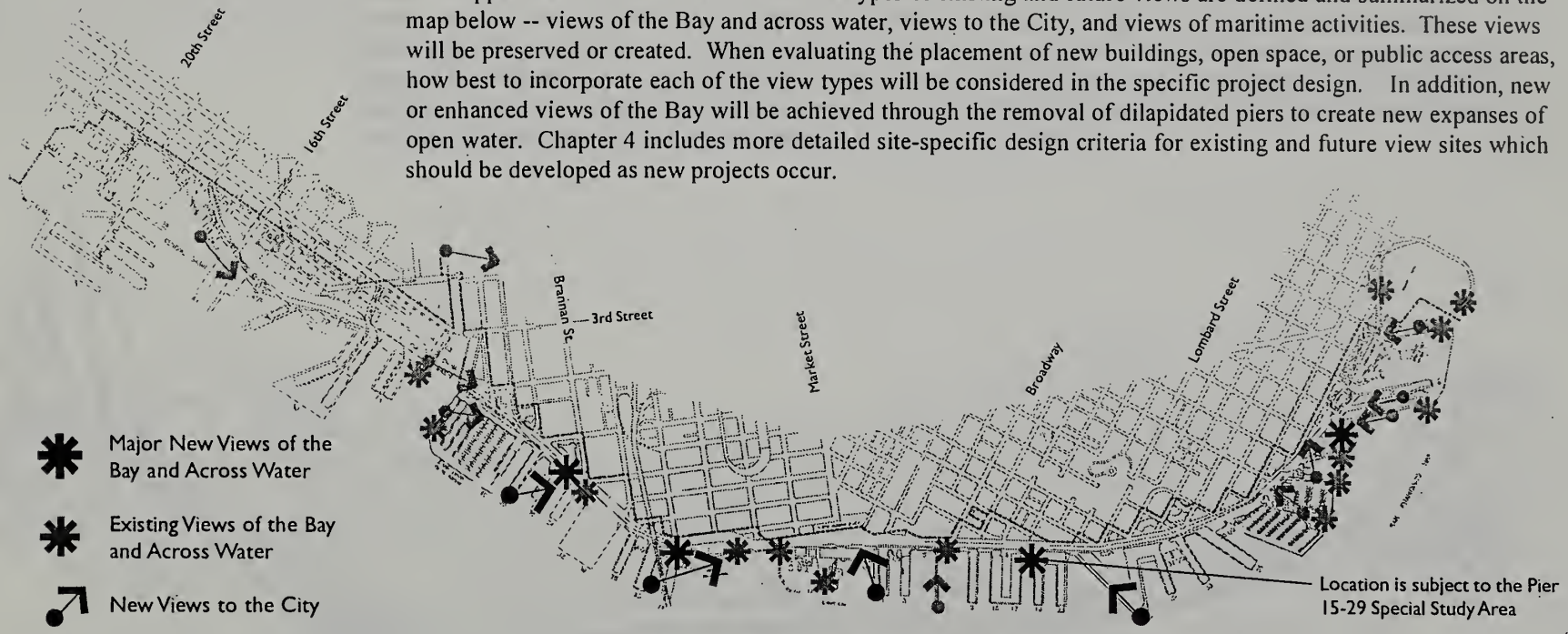
View Sites

Establish new views at specific points or areas that afford exceptional views of the Bay, waterfront and City.
View sites are defined as specific points or areas along the waterfront that afford exceptional views of the Bay, the City, or points across the water. Many of these views exist today and, as Port property is redeveloped, additional view opportunities will be available. Three types of existing and future views are defined and summarized on the map below -- views of the Bay and across water, views to the City, and views of maritime activities. These views will be preserved or created. When evaluating the placement of new buildings, open space, or public access areas, how best to incorporate each of the view types will be considered in the specific project design. In addition, new or enhanced views of the Bay will be achieved through the removal of dilapidated piers to create new expanses of open water. Chapter 4 includes more detailed site-specific design criteria for existing and future view sites which should be developed as new projects occur.


20th Street
16th Street
Brannan St.
3rd Street
Market Street
Broadway
Lombard Street
Location is subject to the Pier 15-29 Special Study Area
Major New Views of the Bay and Across Water
Existing Views of the Bay and Across Water
New Views to the City
Existing Views to the City

Major Views of the Bay & Across Water

Provide new or expanded views ~~of~~ the Bay and points of interest across the Bay.

Views to the City

Provide opportunities for new views of the City, as part of new developments.

Views of Maritime Activities

Increase views of harbors or maritime activities from piers or the waterfront edge .

* The location of the view sites in the northern waterfront will be further reviewed in the Pier 15-29 Special Study Area.

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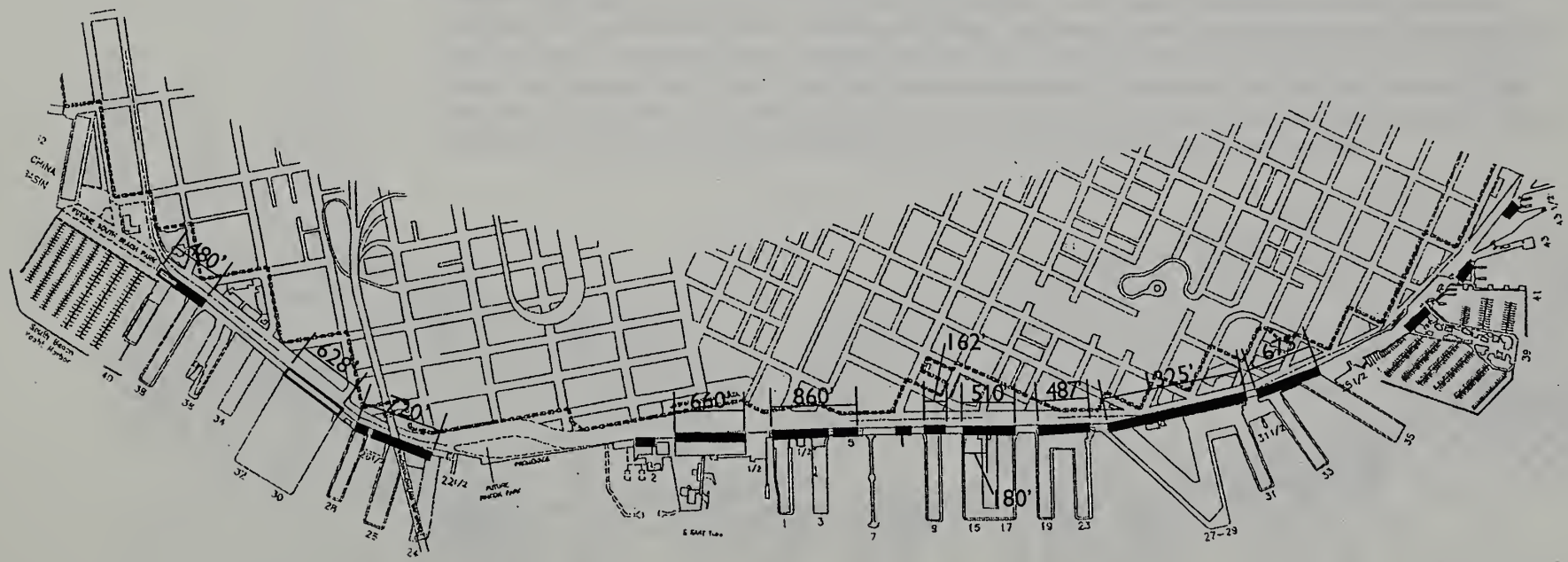
View Intervals

Provide additional Bay and maritime views from the Embarcadero Promenade. The waterfront north of China Basin is characterized by a rhythm of bulkhead buildings and openings between them which frame waterfront views. These view and access openings range greatly in size, from 20 foot wide ~~pedestrian-scaled access~~, such as occurs at ~~Pier 3~~, to expansive waterfront stretches which afford wide-angle Bay views, such as the 1800 foot long Embarcadero Promenade south of the Agriculture Building. ~~The historic bulkhead buildings which represent the bustling San Francisco waterfront of the first half of the 20th century, and the views of the Bay and maritime docking facilities between them, provide a pattern of development and an enjoyable variety of views that are unique to San Francisco. However, there are some stretches where 'connector buildings' between bulkhead buildings or potential new buildings may interrupt this rhythm and limit the frequency of Bay views~~.



Existing and Potential Buildings
Along the Bulkhead Edge

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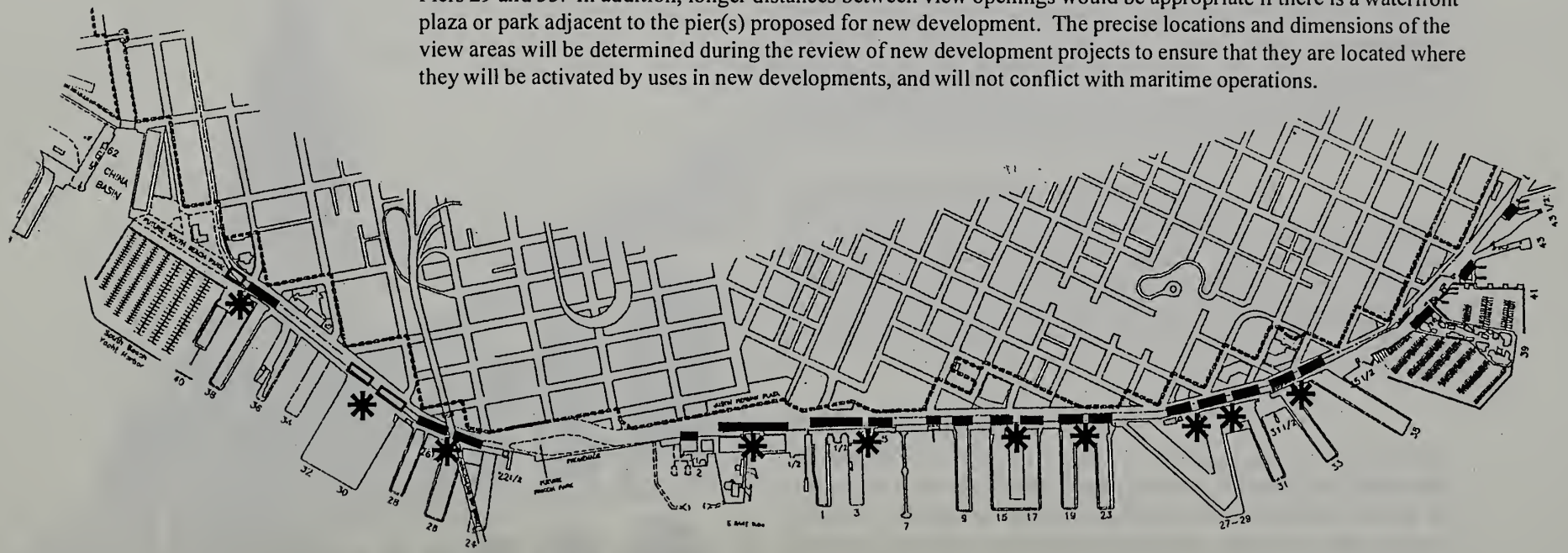
Potential opening in Bulkhead Connector Building 29 through service doors.

New development along The Embarcadero from Pier 40 at China Basin to Pier 35 in the Northeast Waterfront will include creation of new views between buildings and/or physical access to:

- The Bay;
- Water-dependent maritime activities (such as vessel berthing, tug and tow operations located in or adjacent to the water); and/or
- Public access, open space or other public attractions that invite the public onto pier areas and provide access to the Bay

The creation of new views, combined with existing views and existing and future public access and open spaces, will create opportunities for the public to enjoy the Bay at frequent intervals. As a general rule, these views or access areas should occur every ~~300-400~~ feet (roughly the ~~length~~ of a ~~City block~~) and extend for approximately 40 feet or more along the Embarcadero Promenade, except where openings are to be made in historic structures. The width of the view openings may be narrower, or their locations adjusted, to avoid adverse effects on historic resources, including the Ferry Building, Pier 1-5 bulkhead buildings, and connector buildings adjacent to bulkhead buildings at Piers 29 and 33. In addition, longer distances between view openings would be appropriate if there is a waterfront plaza or park adjacent to the pier(s) proposed for new development. The precise locations and dimensions of the view areas will be determined during the review of new development projects to ensure that they are located where they will be activated by uses in new developments, and will not conflict with maritime operations.



Existing and Illustrative View Interval Points

✱ Proposed View Interval Points
Existing Buildings
Potential Buildings

Pier 15 - 29 Special Study Area -- Open Spaces and view intervals will be reviewed further

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Historic Resources

This section summarizes an inventory of the waterfront's historic resources and presents Port-wide preservation policies and policies for the most significant ~~significant~~ waterfront historic resources within two areas: Fisherman's Wharf to China Basin and Pier 70.

Significance of Waterfront Historic Resources

The waterfront's historic resources help to create San Francisco's identity.
Their significance is derived from:

A Convergence of Cultural and Natural Resources

San Francisco's history is rooted in the waters surrounding the City: the San Francisco Bay to the east and the vast Pacific Ocean to the west. Nowhere is this fact more evident than on the waterfront--a man-made landscape which illustrates various phases of human involvement with these important natural resources and where historic buildings and structures have functional and physical links to the Bay and ocean.

Associations with Historical Events

The waterfront's historic resources are associated with events that determined broad patterns of human development: waves of migration to California and the West, San Francisco's emergence as a major commercial center, the development of international trade routes (especially the opening of the Panama-Pacific Canal), and the victories of World Wars I and II.

Distinctive Design

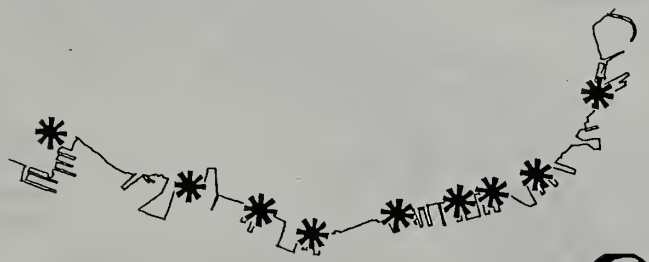
The waterfront reflects historical trends in engineering, transportation, architecture and civic design. Some historic resources are individually distinctive. Groups of historic buildings on the waterfront, such as the finger piers and decorative bulkhead buildings, also make important contributions to the City's overall urban form, producing some of our best-known San Francisco "cityscapes."

Port-wide ~~Preservation~~ Policies

The Waterfront Land Use Plan envisions "an evolving waterfront, mindful of its past and future," which will "continue to serve as a repository for memories of past events, while also providing a stage for new experiences." To achieve that vision, the following policies would apply throughout the Port's jurisdiction to guide preservation of significant historic resources.

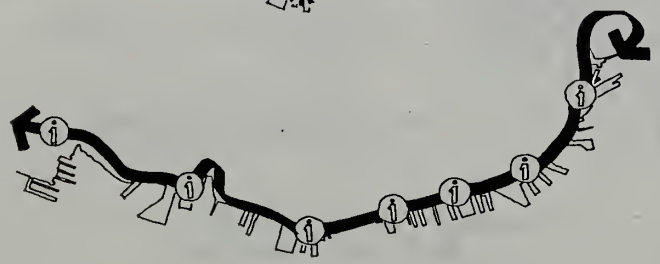
Formal Recognition

Nominate significant historic resources to the National Register of Historic Places.
The Port will work with the State Historic Preservation Office ~~and~~ local historic preservation agencies to nominate significant resources for formal recognition and to identify options for coordinating policy for these resources, including ~~inter-agency~~ programmatic agreements for two areas: Fisherman's Wharf to China Basin, and Pier 70.



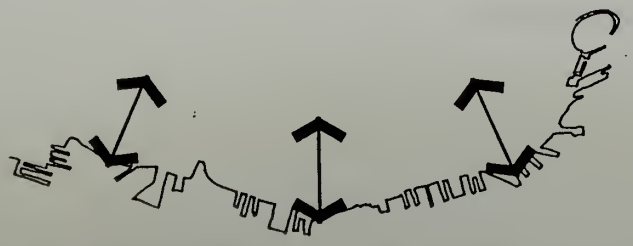
Preservation

Preserve and adaptively reuse significant historic resources where feasible. Nationally recognized methods for adaptively reusing historic buildings are provided by *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Secretary's Standards).*



Information

Help San Franciscans understand and enjoy their heritage, by providing interpretive signage and informational displays about the waterfront's cultural and natural history. Depending on the character of specific sub-areas, interpretive exhibits may focus on maritime, commercial, labor, or industrial history. They will be provided throughout the waterfront. Key locations for exhibits are Fisherman's Wharf, the Ferry Building, and Pier 70.



Waterfront Character

Require development of the waterfront to be compatible with historic resources. The design, materials, style, and detailing of new buildings, street furniture and other public improvements should enhance rather than conflict with historic buildings. The character of historic architecture was considered in developing other urban design policies presented in this chapter and specific sub-area criteria for avoiding design conflicts.

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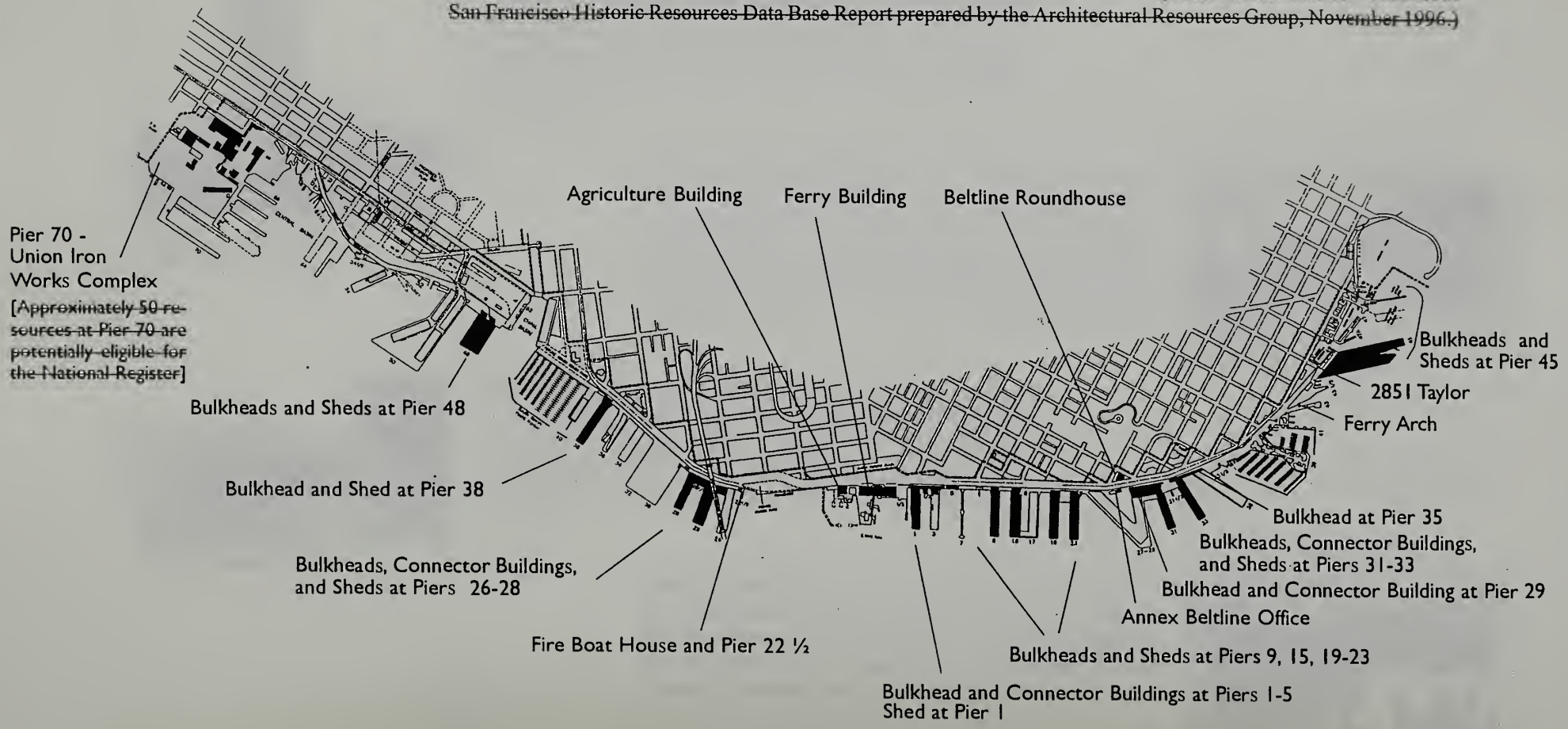
Port-wide Historic Resources Summary

The nation's official inventory of significant historic resources is the National Register of Historic Places (National Register). Three Port buildings--the Ferry Building, Agriculture Building, and Beltline Roundhouse--are already listed on the National Register. Other waterfront buildings labeled on the map below ~~are~~ potentially eligible for listing on the National Register, either individually or as contributors to an historic district. In addition, the Seawall (not shown) is eligible for the National Register. Two potential National Register historic districts ~~have been identified~~: one extending from Pier 45 in Fisherman's Wharf to Pier 48 in China Basin, and another at Pier 70. ~~(Source of information: The Port of San Francisco Historic Resources Data Base Report prepared by the Architectural Resources Group, November 1996.)~~


Pier 70 - Union Iron Works Complex
[~~Approximately 50 resources at Pier 70 are potentially eligible for the National Register~~]
Agriculture Building
Ferry Building
Beltline Roundhouse
Bulkheads and Sheds at Pier 45
2851 Taylor
Ferry Arch
Bulkheads and Sheds at Pier 48
Bulkhead and Shed at Pier 38
Bulkhead at Pier 35
Bulkheads, Connector Buildings, and Sheds at Piers 31-33
Bulkheads, Connector Buildings, and Sheds at Piers 26-28
Bulkhead and Connector Building at Pier 29
Annex Beltline Office
Fire Boat House and Pier 22 ½
Bulkheads and Sheds at Piers 9, 15, 19-23
Bulkhead and Connector Buildings at Piers 1-5
Shed at Pier 1

D R A F T
May 7, 1997

The following are four of the waterfront's best-known historic buildings:

Saturday Farmers Market at the Ferry Building

The Ferry Building (known historically as the Union Ferry Depot) officially opened in 1898, and until the late 1930's, was the second busiest passenger terminal in the world. Designed in the neo-classic Beaux Arts style, it survived the ~~Great Quake of~~ 1906 ~~and~~ its 235-foot tower still dominates the ~~central~~ waterfront.

The Agriculture Building (known historically as the Ferry Station Post Office) was the central post office facility for the City from 1915 to 1925. It is one of the finest examples of Mediterranean architecture built by the State Harbor Commission. It is known as the Agriculture Building because it was later occupied by the U.S. Department of Agriculture.

Agriculture Building

Beltline Roundhouse

The Beltline Railroad Roundhouse complex, which includes the Sandhouse, was built to service the Beltline railroad that ran the whole length of the waterfront. In 1913-14, when the Roundhouse was constructed, San Francisco boasted "the most complete harbor beltline railroad switching system in the world."

The Fire Boat House, a 2-story Mediterranean-style structure, was built in 1915 at Pier 22 ½ to serve the special fire-fighting needs of the waterfront. Its original occupant, the San Francisco Fire Department, still uses the building to house its ~~fireboat~~ crew and Fire Engine ~~No. 9.~~

Pier22½ Fire Boat House

D R A F T

Fisherman's Wharf to China Basin ~~Preservation~~ Policies

The waterfront between Fisherman's Wharf and China Basin was created by filling portions of the Bay to support industrial maritime uses. The historic Seawall runs ~~the entire length of this area,~~ forming the edge between land and water. Twelve intact "finger piers" (out of a total of forty-nine piers constructed) and fourteen historic bulkheads remain from harbor projects completed prior to 1938. The finger piers' long, rectangular form and timber or steel-framed sheds accommodated the berthing and loading of breakbulk ships at a time when San Francisco dominated international shipping on the West Coast. The piers also served passengers traveling by boat.

The bulkhead buildings extend along The Embarcadero and, in several locations, are joined to the next bulkhead building by a connector building. The bulkheads served as office space and as entrances to the piers. As contributors to a design plan initiated during the "City Beautiful" era, the bulkheads' purpose was to beautify and bring a sense of grandeur to the waterfront, as befitting a major seaport. The building program spanned more than two decades and included a variety of architectural styles--beginning with simple Mission Revival bulkheads south of the Ferry Building and continuing with monumental Neoclassical bulkhead buildings to the north.

In recognition of the concentration and collective form of historic resources between Fisherman's Wharf and China Basin, the objectives on the following page set policy and outline follow-up steps for groups of resources identified by building type. ~~Preservation planning~~ for the area outlined on the map below will be completed in cooperation with the State Historic Preservation Office, local preservation organizations, and other waterfront constituencies.

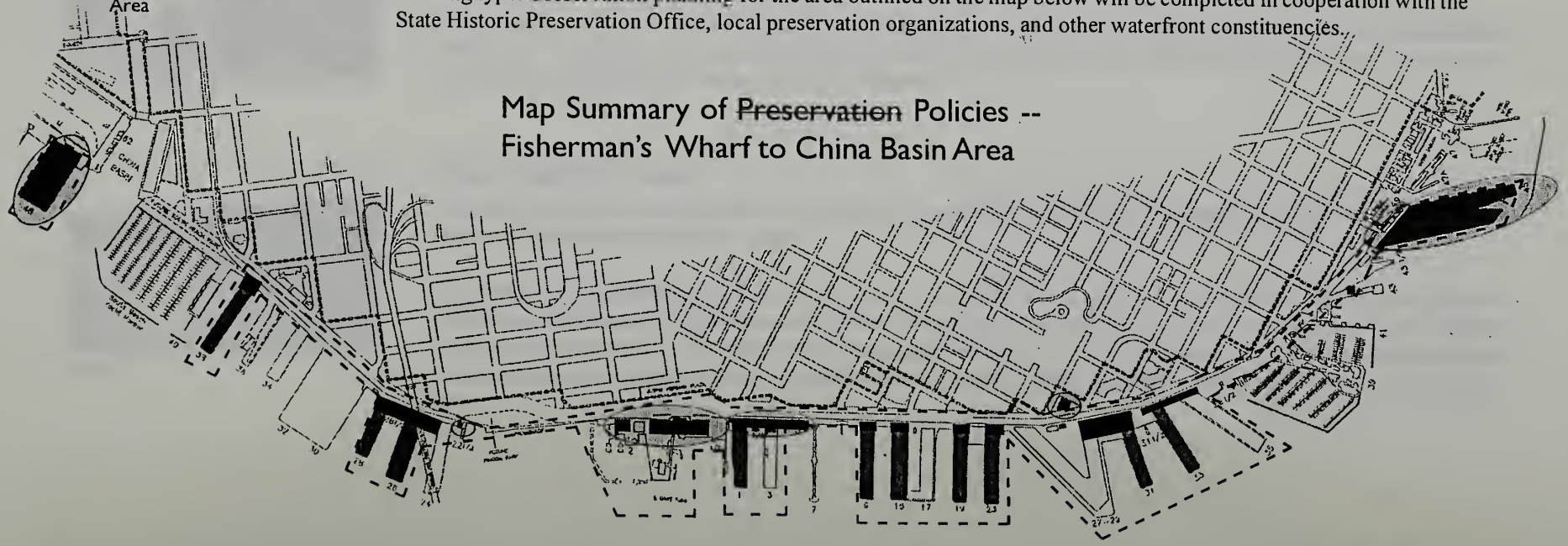
Resources to be ~~Preserved~~ to Secretary of the Interior's Standards

~~Bulkhead Buildings~~ to Retain & Reuse

~~Piers and Pier Sheds~~ for Further Evaluation

Future ~~Preservation~~ Study Area

Map Summary of ~~Preservation~~ Policies -- Fisherman's Wharf to China Basin Area



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Preservation to The Secretary of the Interior's Standards

Preserve, rehabilitate and adaptively reuse the following resources consistent with The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Secretary's Standards): The Ferry Building, Agriculture Building, Beltline Roundhouse, and Fireboat House; Bulkhead Buildings and Connectors 1-5; Bulkhead Buildings and Pier sheds at Piers 45 and 48. Pier 45 was upgraded and seismically retrofit in 1995 and seismic retrofit of Pier 48 is scheduled for completion in 1997. Rehabilitation and reuse of the Ferry Building is a top priority of the Waterfront Land Use Plan.

Next Step: Evaluate preservation efforts for these buildings, to ensure consistency with the *Secretary's Standards.*

Pier 33 Bulkhead

Bulkhead Buildings

Retain and reuse the historic bulkhead buildings at Piers 9, 15, 19, 23, 29, 31, 33, 35, 26, 28, and 38, the Ferry Arch, and the Neoclassical connector buildings (Piers 29 ½ and 33 ½).

Next Step: Develop criteria for rehabilitation and reuse of these resources, identifying some or all for preservation consistent with the *Secretary's Standards*, and providing interim protection from alterations inconsistent with the *Secretary's Standards* until these criteria are adopted.

Pier 45

Piers ~~and~~ Pier Sheds

Further evaluate the historic piers and pier sheds, including the potential for ~~adaptive~~ rehabilitation and reuse, ~~which will achieve preservation goals.~~

Next Step: ~~Conduct a study of~~ pier sheds on Piers 1, 9, 15, 19, 23, 31, 33, 26, 28, and 38, ~~evaluating~~ historical significance, architectural features, relationship to other historic resources, City pattern, structural condition, ~~economic~~ feasibility, and compatibility of reuse with ~~other goals such as~~ maritime ~~use~~, views, and public access, to develop recommendations for ~~pier shed~~ preservation ~~and~~ reuse. Consider these recommendations in the formulation of ~~pier~~ development proposals.

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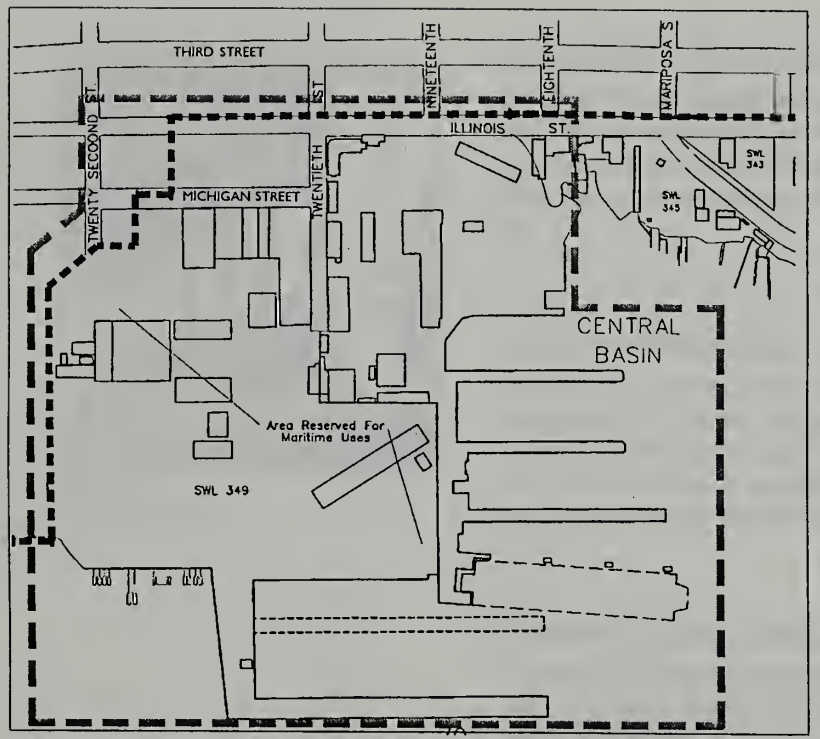
Pier 70 ~~Preservation~~ Policies



Pier 70 Historic Resources Study Area

Pier 70 is historically significant because it is the oldest, largest and most intact historic industrial complex in the City. ~~For decades~~, the Union Iron Works/Bethlehem Steel Yard at Pier 70 (also known as the "San Francisco Yard") dominated life and employment south of Market Street.

~~The Union Iron Works Company moved to Pier 70 in 1883. During its early years, Union Iron Works produced railroad and mining equipment that was used throughout the West. After moving to Pier 70, the Company concentrated on building and repairing ships. Two Pier 70 buildings survive from this 19th century era: the Union Iron Works Office (Building #104) and the Machine Shop (Building #113-114).~~

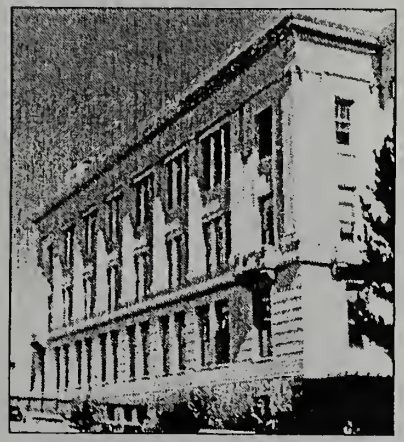
~~Under the ownership of Bethlehem Steel Company, the San Francisco Yard contributed to the winning of two World Wars. Two buildings survive from the World War I era: the Administration Building (Building #101) and the Power House (Building #102). Approximately fifty buildings remain from the World War II era.~~

~~In addition to historic buildings, other structures – such as the gateway through which the workers entered the complex every day and the safety board where notices and information were displayed for employees – also play a role in explaining the industrial history of Pier 70.~~

The Design & Access Element ~~provides design criteria for the westerly portion of Pier 70 shaded in the map on page 114. This area contains the shipyard's oldest buildings. Some of these buildings will continue to be used for ship repair. Others which are currently vacant may become part of a future mixed-use development. The intent of new development is to facilitate preservation of the historic Union Iron Works buildings.~~ Additional historic properties may be identified for preservation after further research is conducted within the boundaries of the Pier 70 historic resources study area shown on the map above.

Industrial Buildings along Michigan Street

The following policies will guide preservation and reuse of historic resources in the Pier 70 area.



Administration Building No. 101

Union Iron Works Buildings

Rehabilitate ~~and adaptively reuse~~ Union Iron Works Buildings #101, 102, and 104 consistent with the Secretary's Standards, if feasible. Seek funding for preservation of Building 113-114 (the oldest maritime industrial building on the southern waterfront), consistent with its on-going maritime use.

Historic Resources Study Area

Conduct further research of historic resources to analyze the potential for establishing a National Register Historic District, based on periods of historical signficance, unique architectural or industrial qualities, associations with historically significant events, and feasibility of adaptive reuse. Both the mixed-use and the maritime-use areas of Pier 70 will be studied.

Entry to Building No. 102

Resource Stabilization

Take steps to prevent further deterioration of historic resources at Pier 70, within the financial means of the Port.

Building No. 113-114

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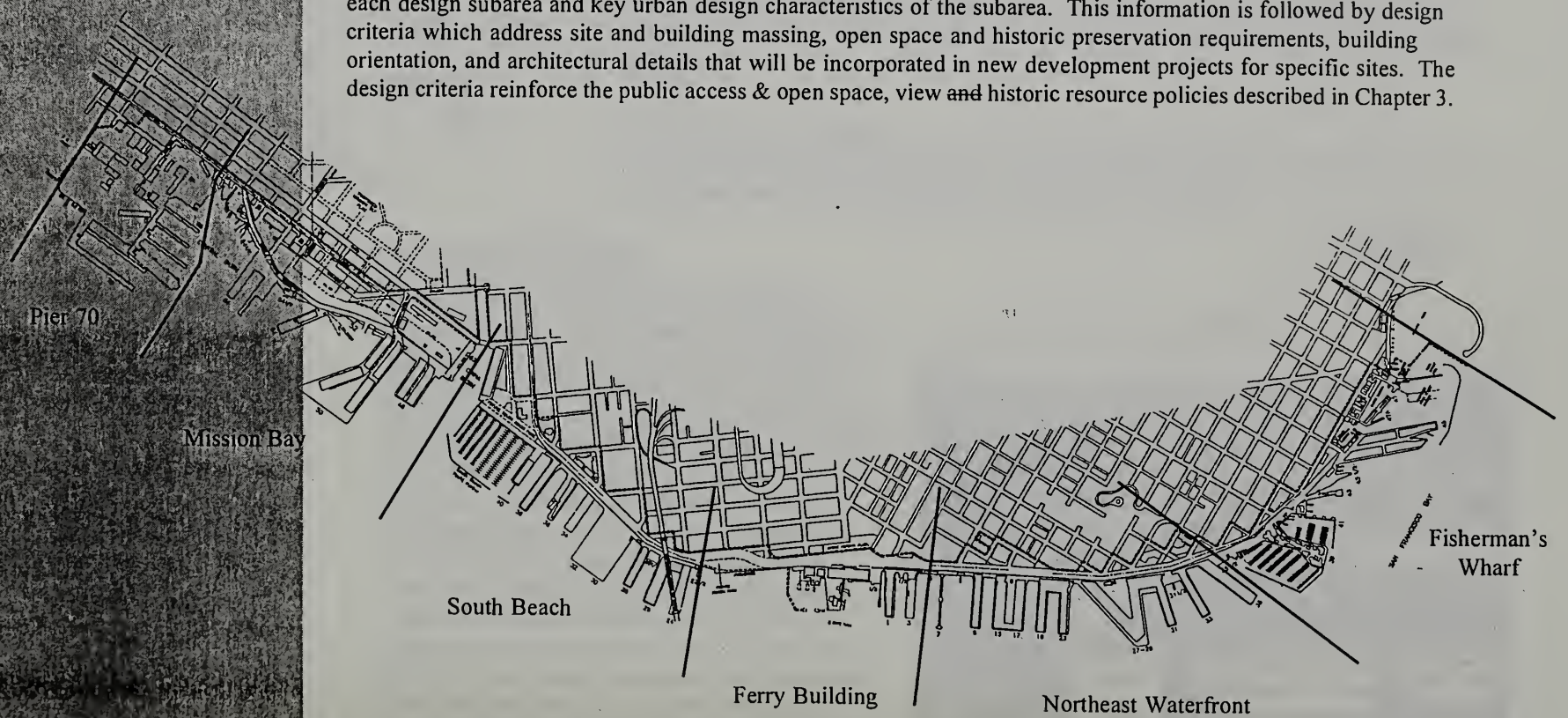
Chapter Four: Subarea Design & Access Criteria

Chapter 4 provides design criteria for specific sites in each of the six "design subareas" of the Port: Fisherman's Wharf; Northeast Waterfront; Ferry Building; South Beach; Mission Bay; and Pier 70. (Design criteria are not included for the area south of Pier 70 because that part of the Southern Waterfront is primarily industrial in nature. The Port's cargo handling facilities are located at Piers 80, 94 and 96. Most of these piers and the areas between and adjacent to them are reserved for long-term container terminal expansion.) The introductory discussion for each design subarea includes background information, a summary of uses from the Waterfront Plan anticipated for each design subarea and key urban design characteristics of the subarea. This information is followed by design criteria which address site and building massing, open space and historic preservation requirements, building orientation, and architectural details that will be incorporated in new development projects for specific sites. The design criteria reinforce the public access & open space, view ~~and~~ historic resource policies described in Chapter 3.



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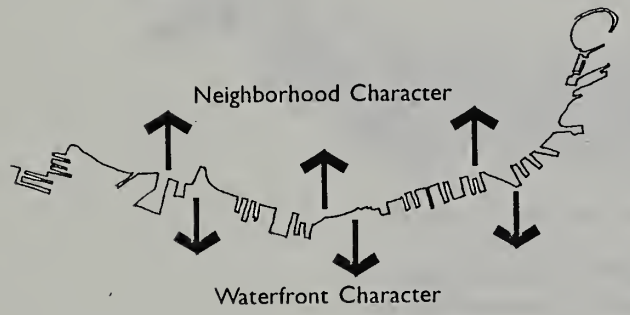
Architectural Character

Throughout ~~the design subareas~~ two concepts are continually expressed: celebrating the uniqueness of the waterfront and maintaining compatibility with adjacent City neighborhoods. The Embarcadero roadway and other waterfront roadways in Fisherman's Wharf and Mission Bay provide logical division points for these two concepts. The waterfront roadways are a public space where the waterfront edge is present, and the change in city identity and built character can reflect the changes in the natural and built environment.



Neighborhood Character

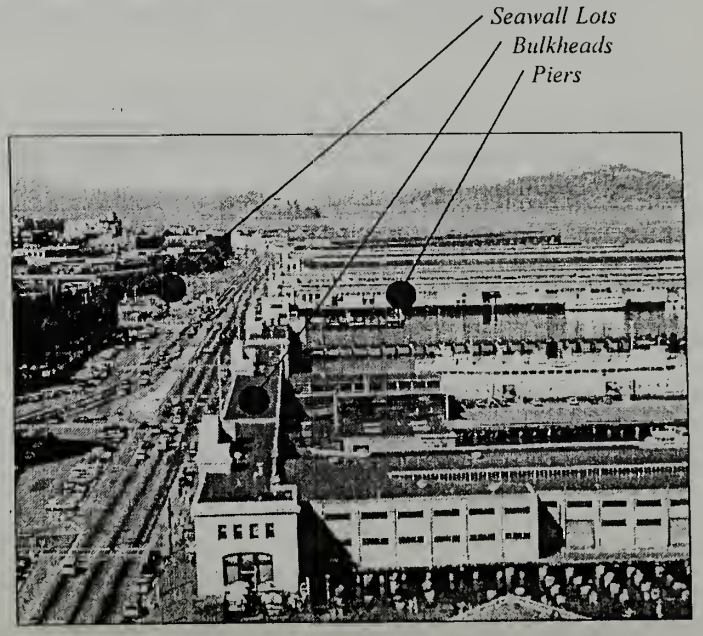
On the land side of The Embarcadero or other waterfront roadway, the character of new development will reflect and enhance the developed character of the adjacent City neighborhoods.

Waterfront Character

On the waterside of The Embarcadero or other waterfront roadway, the character of new development will reflect its unique location at or over the water.

Property Types

There are three distinct types of waterfront property under Port jurisdiction: piers, bulkhead sites, and seawall lots. The piers are the structures that extend out over the water. The bulkhead sites are the areas between the Embarcadero Promenade, or other waterfront roadways, and the piers or water. Many bulkhead sites house structures which provide entrances to the piers. The seawall lots are parcels of land, generally located on the City side of The Embarcadero or other waterfront roadways, which were created when the seawall was built. One can think of each of the three property types as a built layer of the City: the layering begins with the piers in the Bay, continues with the bulkhead sites which mark the edge where the land meets the Bay, and the seawall lots which are part of the city fabric that ultimately extends up the hills of San Francisco. Each property type has its own physical characteristics that are the basis for the design criteria which follow. Together, these properties provide a pleasing transition between land and water, and give the San Francisco waterfront its unique visual identity.



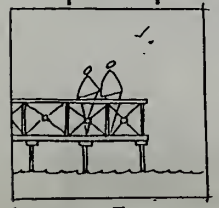
Location of piers along the waterfront

Piers

Today's shoreline contains a variety of piers. The historic "finger piers" (built before 1931) are the most common type of small pier. They are generally 150 feet wide by 600-900 feet long, and approximately 120,000 square feet in area (excluding bulkhead structures). Modern piers vary in size and shape. The BART platform/Ferry Plaza pier has the same approximate area as a "finger pier" but is shorter and wider. Pier 39 is a medium-sized pier with a unique bulb shape framed on two sides by a small boat marina. Pier 27-29 is a triangular-shaped pier with over 500,000 square feet of surface area. ~~Buildings on the piers vary from historic to modern. The 30 to 40 foot height of the pier~~ buildings sets a low building scale at the water's edge, and contributes to the City form which ~~gradually steps up towards taller buildings on inland sites and to the hills beyond~~. Height limits on the piers along the waterfront are generally 40 feet, except Piers 1-5 and the Ferry Building, where the height limit is 84 feet.

The piers now accommodate a variety of activities, including cargo shipping, fishing industry, offices, cruise ship staging, ship repair, excursion boats, warehousing, restaurants, recreation, special events and public access. When new pier development projects are undertaken, the Port will be able to expand public access onto piers. The following objectives allow changes to piers that are sensitive to the historic and industrial character of the piers and pier sheds:

Unique Experience

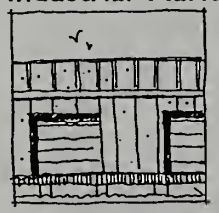


Design development on piers to encourage public access and celebrate the uniqueness of being over water.

Linear Form

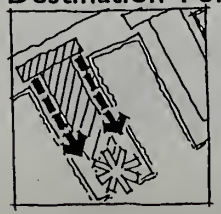
~~Design new development involving pier reconfiguration to create~~ pier shapes which visually complement the established linear form of the historic finger piers.

Industrial Maritime Character



The architectural character of pier development should respect, but not mimic, the historic industrial/maritime character of the waterfront.

Destination Points



Create pedestrian destination points in new developments on piers including, if feasible, piers in maritime mixed use projects.

Historic Preservation

Further evaluate the historic piers and pier sheds, including the potential for adaptive reuse to develop recommendations for pier preservation.

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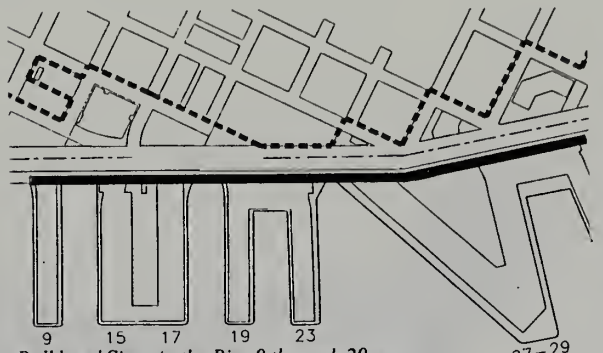


Bulkhead Sites in the Pier 9 through 29 area.

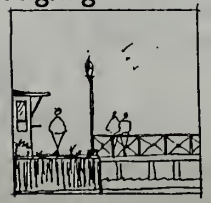
Bulkhead Sites

Bulkhead sites are located on top of the seawall and marginal wharf, between The Embarcadero and the piers. They are generally about 30 feet deep, and contain open space, and modern and historic buildings. The modern bulkhead buildings are generally simple and utilitarian in design. The historic bulkhead buildings, which include connector buildings between piers in certain locations, were built between 1912 and 1936 to hide industrial pier uses behind a regularly spaced series of monumental waterfront structures. Today, they contribute to San Francisco's urban waterfront form and identity in many ways: they define both the edge of The Embarcadero roadway and the edge where land meets the Bay; they serve as the main entrance to their respective piers; and they often create focal points at the terminus of City streets. The highest historic bulkhead building is approximately 55 feet tall. The height limit for new structures on bulkhead sites generally is 40 feet. The following objectives of the Design & Access Element seek to ensure that new development on bulkhead sites helps to define The Embarcadero and waterfront edge, and to preserve the architectural rhythm of bulkhead buildings and views between them that is a unique characteristic of the San Francisco waterfront.

Historic Preservation

Preserve bulkhead buildings 1-5, 45 and 48 consistent with the Secretary of Interior's Standards for Historic Preservation. Retain and reuse bulkhead buildings at Piers 9, 15, 19, 23, 29, 31, 33, 35, 26, 28, 38, Pier 43 Ferry Arch and connector buildings at Pier 29 1/2 and 33 1/2. Develop guidelines for rehabilitation.

Highlight the Waterfront Edge

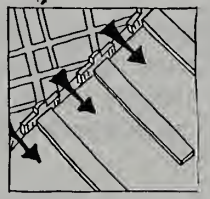


Use design elements such as building placement, materials, etc. to highlight the edge where the City meets the Bay.

Embarcadero Edge & Scale

Where bulkhead sites ~~are redeveloped~~, create a built edge at or near the Embarcadero Promenade and use strong and bold building forms and detailing to reinforce the large scale of

Rhythm of Buildings and Views

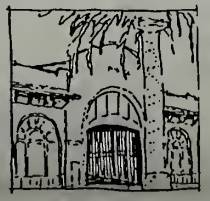


Create a balanced rhythm of buildings and views which is sensitive to the preservation of historic structures.

Arched Openings

Repeat the use of large, central arched openings to pier uses behind the bulkhead buildings.

Historic Context



Design new development that complements and does not detract from the historic bulkhead buildings.

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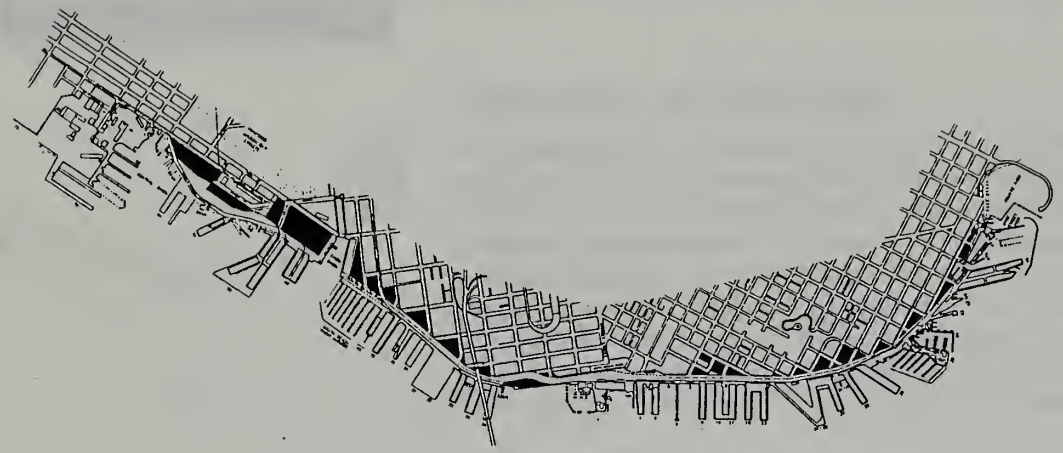


Location of seawall lots on Port property.

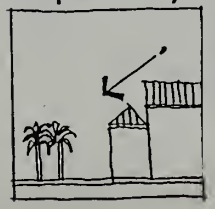
Seawall Lots

Generally, the Port's 50 seawall lots are parcels of land located inland of The Embarcadero or other waterfront streets. They are often triangular or odd shaped lots because of the angle of the intersection of waterfront streets with the City's street grid. Many of the seawall lots and other adjacent parcels were originally developed with warehouses and industries that served the waterfront. Today, most of the seawall lots north of China Basin have been redeveloped with retail, parking, open space, and some residential and office uses.

The height limit for seawall lots north of Vallejo Street (in the Northeast Waterfront and Fisherman's Wharf areas) and south of China Basin Channel is 40 feet. Seawall lot height limits in the Ferry Building area, up through Broadway, range from minimal structures within the Ferry Building Plaza open space to 84 feet adjacent to downtown. Within the South Beach area, the height limit on seawall lots is 105 feet, except for the ballpark site which is in a 150 foot height district.

~~Re~~development of the seawall lots must be consistent with the public trust, and should be compatible with the seven City neighborhoods that begin at the waterfront--Fisherman's Wharf, Base of Telegraph Hill, Downtown, Rincon Hill, South Beach, Mission Bay, and Pier 70--each of which has a distinct architectural character that is derived from original or new land uses, building scale, and architectural finishes. The following objectives seek to ensure such compatibility.

Respect City Form

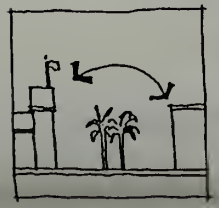


Respect City form by stepping new buildings down toward The Embarcadero or other waterfront roadways.

Neighborhood Scale & Character

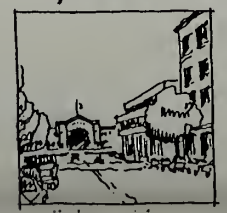
New buildings should respect the scale and architectural character of adjacent neighborhoods.

Embarcadero Scale



Use strong and bold building forms and detailing on new buildings to reinforce the large scale of The Embarcadero.

City Street Views



Maintain City street corridor views shown on the City Street View map in Chapter 3.

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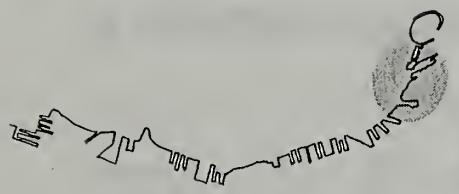
Fisherman's Wharf



Character of the Area:

The Fisherman's Wharf area extends from the swimming club docks at the east end of Aquatic Park to East Wharf Park, east of Pier 39. Pier 45, the largest pier in the area, has recently been renovated as a state of the art fish handling facility and is the center of the fishing industry. Piers to the east are used for ferry and excursion boat operations, recreational boating and commercial recreation uses. Historic buildings are located at Piers 43 (The Ferry Arch) ~~and~~ at Pier 45 (~~the bulkhead buildings~~). Other sites bordering the Inner Lagoon and at the Hyde Street Pier offer opportunities to create or enhance entrances to existing and proposed harbor activities. The seawall lots in the area house a variety of uses, including fish handling, maritime support activities, visitor oriented commercial recreation uses, public access and open space, offices and parking. Fish Alley (Seawall Lot 303) includes some one and two-story wooden fish handling houses which date from the early 1900's and contribute to the historic maritime character of Fisherman's Wharf.

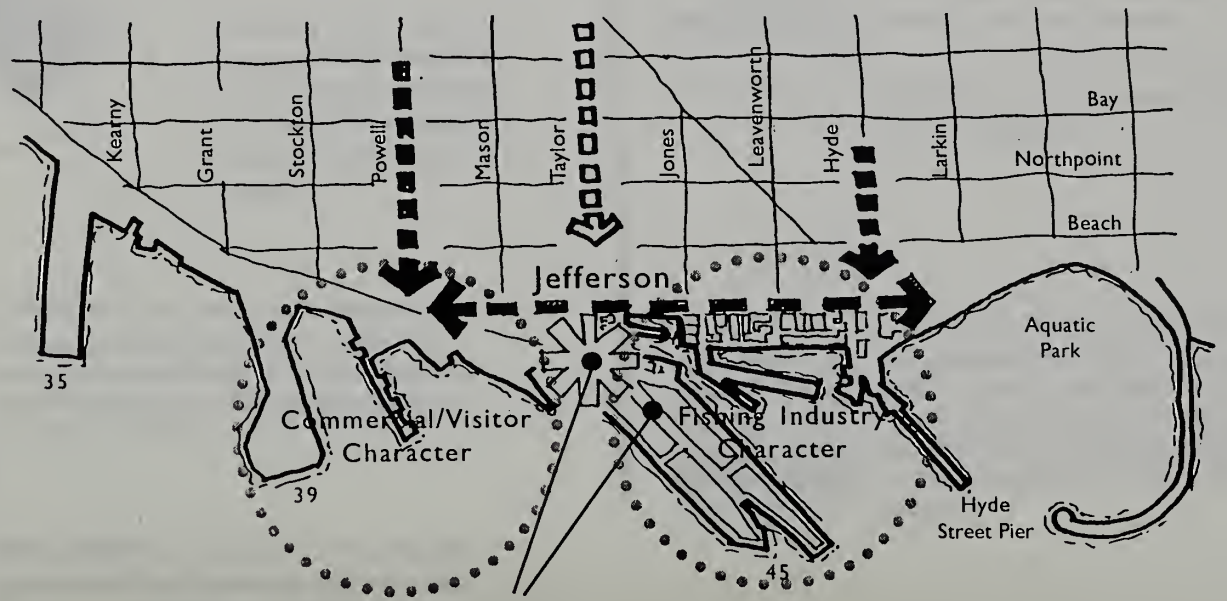
Urban Design Features:

- Jefferson Street is the commercial "main street" of the area.
- 'Fishing Industry', and 'Commercial Visitor' districts have different character.
- Major open space proposed at the Triangle Lot extending to the water's edge.
- Small scale, incremental development defines architectural character for most of the area.
- The Embarcadero roadway ends at Pier 45.

Area Focal Point

View to Bay

View to Historic Building



Fisherman's Wharf Highlights Map

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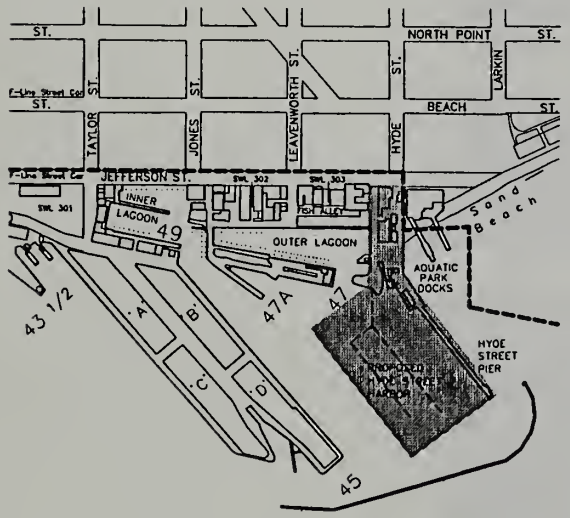
Design Criteria

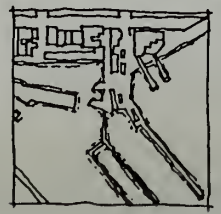
HYDE STREET PIER & FISHING HARBOR



This ~~area~~ is the site of the proposed Hyde Street Harbor for the ~~commercial~~ fishing industry, ~~and the Hyde Street Pier historic ship museum~~.

Site

MASSING: The massing and design of new structures should allow views of the Bay or harbor activities through or between buildings at central entrances and at intervals throughout the Harbor or Pier.



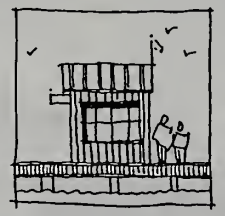
PIER SHAPE: The shape of the proposed ~~pier for the fishing harbor~~ should ~~first~~ reflect fishing industry berthing and servicing needs.

VIEWS: Maintain and create views from Hyde Street of the Bay, historic ships and future fishing boat berthing.

Orientation

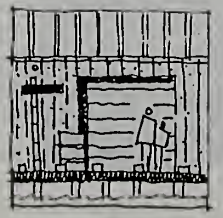
ENTRANCE: When there is substantial bulkhead site coverage, the main pier entrance should be through large central openings.

Architectural Details



CHARACTER -- Industrial: Materials, style, and detailing should reflect, but not mimic, the industrial character typical of fishing industry or other maritime structures (e.g. painted wood, metal, or concrete siding, simple detailing, authentic materials.)

COLOR: Color of structures should primarily be light tone.



PUBLIC EDGE: Edge improvements for the proposed Hyde Street Harbor should consist of features and materials that serve the needs of the commercial fishing industry. Benches, signage and other public access improvements should blend with fishing industry features.

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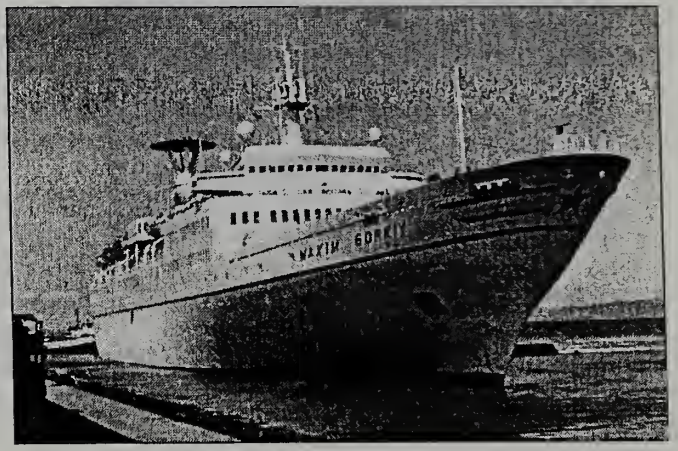
The area's unique character is derived, in part, from the buildings in adjacent Northeast Waterfront Historic District which were developed to serve maritime activities from the 1850's to the first half of this century. The handsome brick (pre-1906) and concrete (post 1906) buildings which remain today vary in height from approximately 6 stories (at the foot of Telegraph Hill) to a maximum of four stories (at The Embarcadero), and are used for office and other commercial uses. Common building characteristics in this historic area include large building bulk, minimal architectural detailing, and repeated use of vertically-shaped window and door openings. New mid- to high-rise multi-unit housing also has been developed at the north end of this area on non-Port property.

Pier 7, the public access pier and open water basin located at the foot of Broadway, currently is the most prominent open space in the area. Pier 7 and its marginal wharf will remain the principle public access for the foot of Broadway area. Significant public access also occurs along the Embarcadero Promenade. Views of the Bay and maritime activities are provided between many bulkhead buildings. However, between Piers 29-35, public access and Bay views are limited by historic bulkhead/connector buildings.

Waterfront Land Use Plan Objectives:

The Waterfront Plan acknowledges that this former maritime and industrial district has evolved into a new urban neighborhood. ~~Many of the adjacent Port~~ piers continue ~~to support~~ industrial cargo shipping and cargo support operations, ~~which remain priority uses in the Waterfront Plan.~~ However, if cargo-related activities ~~ultimately consolidate in the Southern Waterfront~~, the Waterfront Plan encourages reuse of these piers. Any new, mixed-use pier developments will include commercial recreation activities along with excursion boats, cruise ships, or other maritime uses, and major increases in public access. New development on adjacent inland sites will complement the area's evolving mixed-use residential and commercial neighborhood.



Cruise Ship along Pier 35

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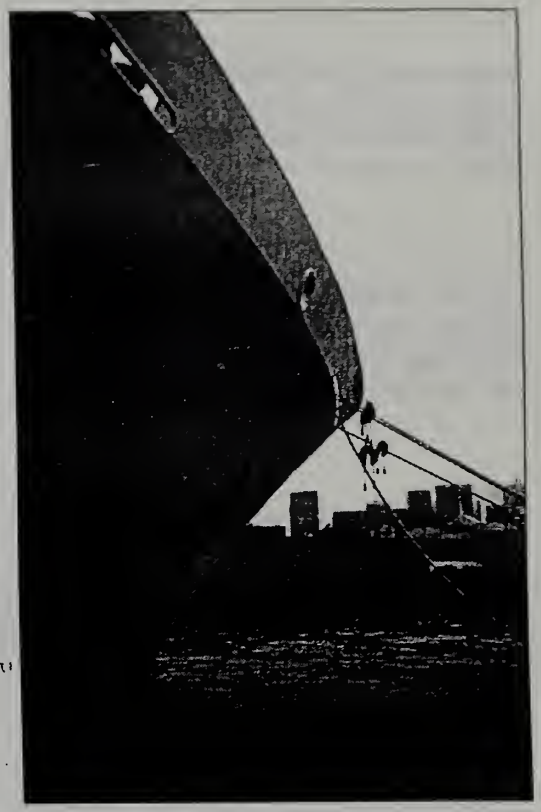
Summary of Design & Access Objectives:



The objectives ensure that, as the land use evolution continues, new development is compatible with existing historic resources and enhances the historic and maritime character of the area. Toward this end, bulkhead buildings at Piers 9, 15, 19, 23, 29, 31, 33 and 35, and Pier 29 1/2 and 33 1/2 connector buildings will be retained and reused. In addition, Piers 9, 15, 19, 23, 31 and 33 will be included in a pier preservation study to develop recommendations for preservation as units with their bulkheads and adaptive reuse. The pier preservation ~~recommendations also will inform future decisions regarding the removal of up to 210,000 square feet of fill to create open water in the Pier 15-35 area~~. Development on the waterside of The Embarcadero should reflect its unique waterfront location with building forms and detailing expressing the maritime and industrial character of the area. New development projects on seawall lots should continue the architectural character established by the adjacent Northeast Waterfront Historic District. Buildings fronting The Embarcadero should express the boldness and grandeur of The Embarcadero through strong building forms and details that accentuate the curve of the roadway.

Existing waterfront views between bulkhead buildings will be preserved. In addition, the Port will create at least two new view openings through or between the historic bulkhead/connector buildings between Piers 29-35. At least one of these openings will be through the Pier 33 1/2 historic connector building. Street views of the Bay, historic buildings, or waterfront architecture will be preserved or created from North Point, Bay, Chestnut, Green, Sansome Streets and Broadway.

View towards waterfront on Green Street

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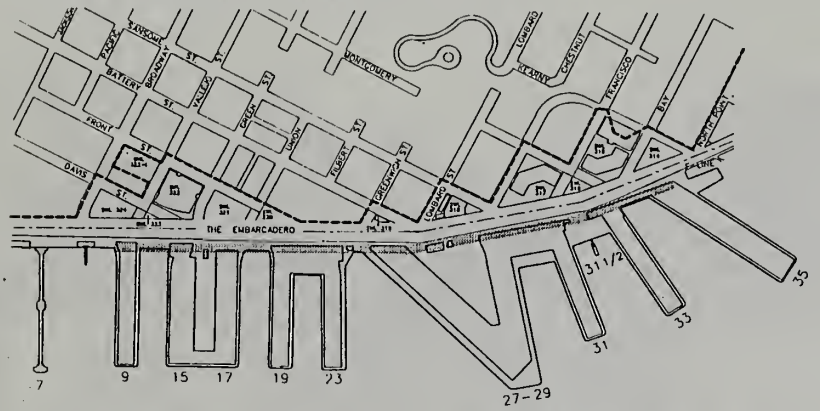
Design Criteria

BULKHEAD SITES 35 - 9



The historic bulkhead and connector buildings will be retained and reused to reinforce the edge of The Embarcadero Promenade and frame open spaces and views of the Bay and maritime activities.

Site

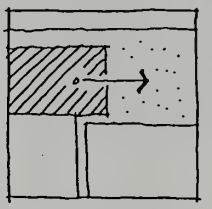
HISTORIC PRESERVATION: Retain and reuse Bulkheads 9, 15, 19, 23, 29, 31, 33, and 35, and connector buildings 29 and 33. Develop guidelines for rehabilitation.

MASSING -- Views: Preserve existing views of the Bay and maritime uses between bulkhead buildings at Pier 9 and 15, 17 and 19, and 31 and 33. Create additional views to the Bay through an opening in the Pier 33 1/2 connector building; through an additional bulkhead building opening between Piers 29 and 35; and ~~in other locations south of Pier 29~~ per the "View Interval" policy in Chapter 3.

VIEWS: Preserve or create views of historic bulkhead buildings or architecture with a waterfront identify from North Point, Bay, Chestnut, Green and Sansome Streets.

Site (Continued)

ENTRY -- Central Arch: Utilize arched entries of existing bulkhead buildings for access to major pier or bulkhead uses. For new development, consider use of an oversized central entrance for main uses.

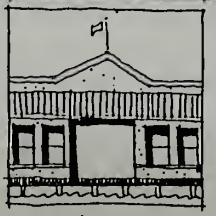


ENTRY -- Bulkhead Sides: To provide activity on marginal wharves, consider opening side of bulkhead buildings, consistent with historic character of structures and scale, size, and detailing of other openings.

EDGE -- Embarcadero: ~~New~~ structures should be located to form an edge to the Embarcadero Promenade. Building facades facing The Embarcadero should reinforce the large scale of the street with bold forms, deep recessed openings, and strong detailing.

Architectural Details

CHARACTER -- Historic: Modifications should preserve the historic character defining elements of historic buildings.



CHARACTER -- Waterside: Improvements and openings on the waterside of bulkhead buildings should have simple and regular forms, use materials compatible with pier improvements, and not detract from character defining elements of historic buildings.

COLOR: Color of structures should be primarily light in tone.

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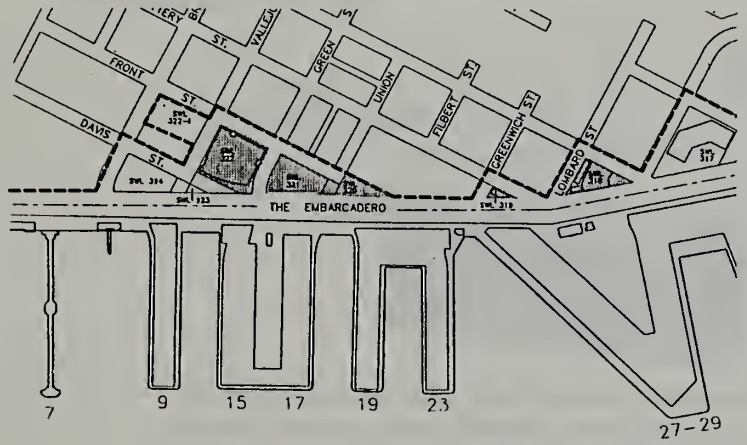
Design Criteria

SEAWALL LOTS 318 - 322

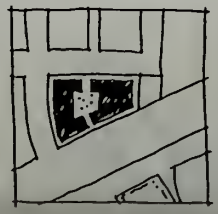


The architectural form and character of new development on these seawall lots should be compatible with the Northeast Waterfront Historic District.

Site

HISTORIC PRESERVATION: Preserve the Beltline Railroad Roundhouse, consistent with the Secretary of Interior's Standards.

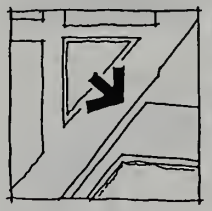
MASSING: Complement the established scale of the adjacent neighborhood by providing breaks or changes in building massings at 1/2 block intervals (minimum) by varying building form (e.g. changes in height, setbacks).



MASSING: Any required residential open space should be located within project interior.

Orientation

ENTRY -- Embarcadero: Primary uses and pedestrian entrances should be oriented toward The Embarcadero with a clear expression of pedestrian entrances. (e.g. recessed bays, awnings or other architectural treatment.)



~~EDGE -- SWL 314: Building(s) should extend to the sidewalk edge along The Embarcadero to emphasize relationship to bulkhead buildings across the street and the site's role as a gateway to Fisherman's Wharf.~~ (moved to page 75)

Architectural Details

ARTICULATION: Use a variety of architectural treatments (e.g. pattern and spacing of windows, doors, color or other materials and detailing) to provide visually interesting street facades and complement the established neighborhood character.

CHARACTER -- Embarcadero: Building facades facing The Embarcadero should reinforce the large scale of the street with bold forms, deep recessed building openings, and strong detailing.

CHARACTER: Use materials, style, and detailing to complement the architectural character of the adjacent Northeast Waterfront Historic District.

TRANSPARENCY: Avoid blank ground floor walls by providing views into the ground floor of buildings.

Service

SERVICE: Avoid service, parking, and autocourt entries from The Embarcadero.

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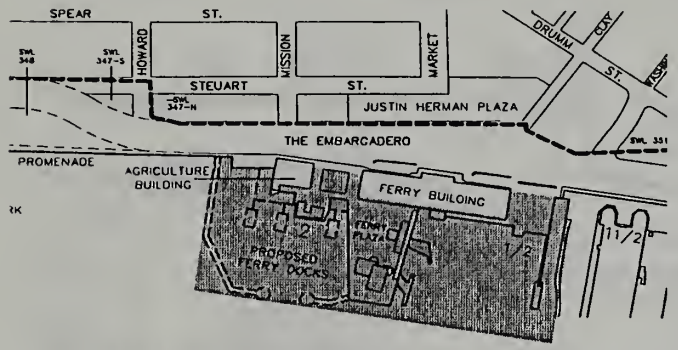
Design Criteria

FERRY PLAZA

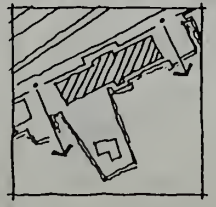
(Including areas next to and behind the Ferry and Agriculture Buildings and Pier 1/2)



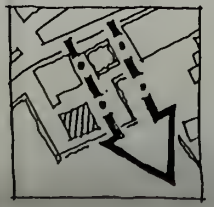
The Ferry Plaza and other open spaces areas around the Ferry Building provide wonderful opportunities to view ongoing ferry operations and the Bay.

Site

MASSING: New Ferry Terminal structures should not detract from the character of the Ferry Building and its dominance in the area.



MASSING -- Ends of Ferry Building: Limit massing of new structures at the north and south ends of the Ferry Building to maintain views from The Embarcadero to the Bay.

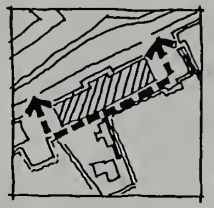


MASSING -- Between Ferry & Agriculture Buildings: Consider relocating the restaurant structure to enhance views from The Embarcadero or making architectural improvements to create a waterfront identity.

PIER SHAPE: Limit changes to pier shape,

Orientation

ORIENTATION: Activate the Ferry Plaza by allowing surrounding commercial and other uses to spill out onto the Plaza provided they are compatible with ferry operations and the Plaza's function as a public space.



EDGE -- Waterside of the Ferry Building: Provide public access on the waterside of the Ferry Building (appropriately scaled to the Building) and on breakwaters throughout the Ferry Terminal area ~~where it will not interfere with maritime operations.~~

Architectural Details

CHARACTER -- New Development: The architectural character of any new development should be compatible with the scale, proportions, materials, and colors of adjacent historic structures.

PUBLIC IMPROVEMENTS: New railings and urban furniture should reflect the civic character of the Ferry Building.

Service

TRASH ENCLOSURES: Locate trash facilities within structures.

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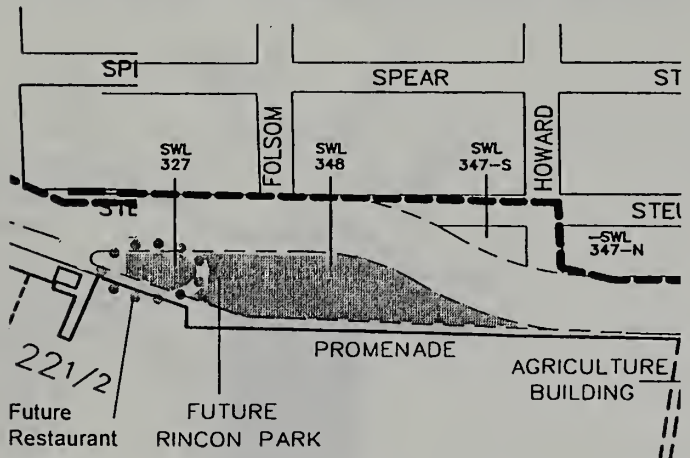
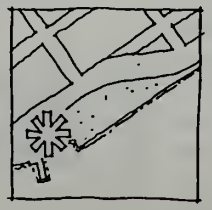
Design Criteria

RINCON PARK AND PROMENADE



Rincon Park, a planned 2.70 acre landscaped open space, and the 1800 foot long pedestrian promenade south of the Agriculture Building, will provide expansive views of the Bay, Bay Bridge and City skyline. Rincon Park will include a one-story, 12,000 sq. ft. restaurant in the southern portion of the park. The new restaurant should define the architectural character and anchor the southern end of the park.

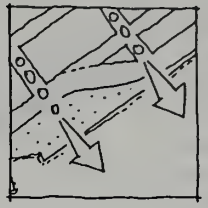
Site



SITE COVERAGE: To maximize views of the Bay, locate the restaurant south of the Folsom Street view corridor.

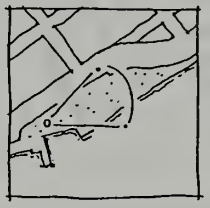
HEIGHT: Allow architectural embellishments on the restaurant building to exceed the 17' height limit.

Scale



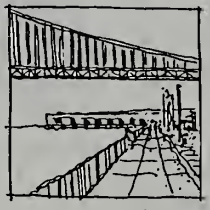
SITE COVERAGE -- Street Corridors: Preserve Bay views by keeping the Folsom and Howard Street view corridors free of floor-area structures.

Orientation



ORIENTATION -- Restaurant: Orient views from the restaurant north toward the Park and the Bay. Allow guest boat docking adjacent to the restaurant.

Architectural Details



CHARACTER -- Rincon Park: Minimize landscaping and structures (other than the restaurant) that would block views of the waterfront from The Embarcadero.

CHARACTER -- Restaurant: The restaurant building should be architecturally unique, provide a strong identity for the Park, and complement the Pier 22½ Fireboat Station.

Service

SERVICE -- Restaurant: Provide service entry at the south end of the building. Use fences or other lockable enclosures to screen trash facilities from public view.

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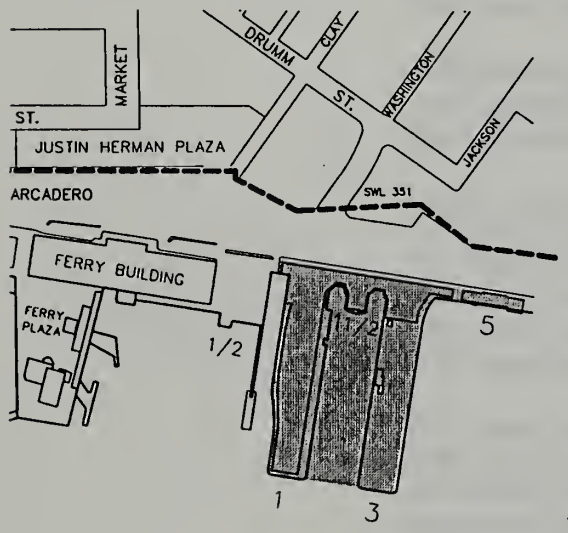
Design Criteria

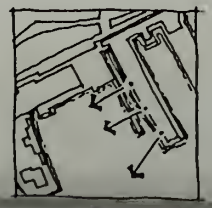
PIERS 1-3 & PIER 1-5 BULKHEAD SITES



Piers 1 and 3 are located between the Ferry Building and the Pier 7 public access pier. Bulkhead structures 1, 1 1/2, 3, and 5 ~~and Pier 1 (Pier shed and Pier)~~ will be preserved to maintain the historic character of this area.

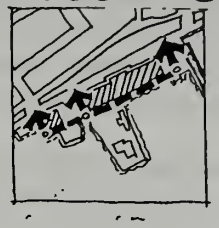
Site

HISTORIC PRESERVATION: Preserve, rehabilitate and adaptively reuse Bulkhead Buildings 1-5, consistent with The Secretary of the Interior's Standards for Rehabilitation. Evaluate Pier 1 in a comprehensive pier preservation study to develop recommendations for which historic piers and sheds should be preserved as units with their bulkheads and adaptively reused.

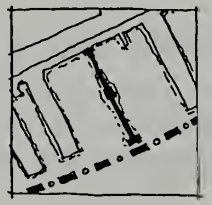


OPEN SPACE -- South Edge of Pier 1: If compatible with maritime operations, new development should provide public access along the south edge of Pier 1 which connects with the Embarcadero Promenade.

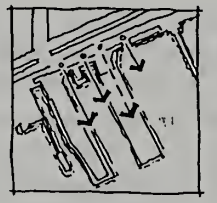
Site -- Continued



PIER SHAPE -- Limits: If pier reconfiguration is proposed for non-maritime uses, it will occur within the boundaries of the north edge of Pier 3, east edge of Piers 1 and 3, and south edge of Pier 1, and will be limited to the existing 245,000 square feet of pier area. Additional pier area may be allowed if an equal amount of pier area is removed elsewhere.



PIER SHAPE: Maintain Pier 7, to the north, as the dominant pier form. Piers 1 and 3, if reconfigured, should maintain a simple form and continue to be shorter than Pier 7.



MASSING -- Views Through: New development should include public access and/or views through or between bulkheads, where compatible with historic preservation and view objectives of this Element.

HEIGHT: At least 75% of the buildings on the pier should not exceed the height of adjacent bulkheads. Pier buildings taller than bulkheads should not be visible above the bulkhead cornice from the Embarcadero sidewalk immediately to the west.

VIEWS: Maintain views of the Ferry Building and Pier 1 bulkhead building from Clay and Washington Streets.

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houses generally occupy a quarter block or less, and are simple in form and detailing. The new residential and commercial buildings, which ultimately will contain over 2500 residences, are broken up into smaller sections by changes in massing, detailing and color. These complexes range from five stories or less on Port property, to 10 stories on sites immediately inland of the seawall lots. The extension of MUNI Metro light rail service along The Embarcadero, and the South Beach Harbor and Park provide attractive amenities for this new neighborhood.

Views of the Bay, Bay Bridge and Downtown can be enjoyed from many locations in South Beach. Most street corridors in the area have interesting views of the bulkhead buildings or the Bay. South Beach Park serves as a green space where The Embarcadero roadway and King Street meet.

Waterfront Land Use Plan Objectives:

The Waterfront Plan promotes a broad range of public-oriented activities on piers to enliven the waterfront, attract visitors from Downtown and the rest of the City, and serve the area's burgeoning resident population. New activities on inland sites should incorporate local-serving businesses to help provide a transition, where necessary, between larger-scale waterside attractions and residents.

This subarea includes the planned Giants ballpark on Pier 46B, adjacent seawall lots and inland property pursuant to voter approval of Proposition B in 1996. The ballpark will create a major attraction in the area and stimulate the development of waterfront improvements on nearby sites as envisioned in the Waterfront Plan. Such improvements will bring people to the waterfront to enjoy ballgames, commercial recreation activities and expanded public access. ~~The ballpark project also includes the creation of ferry service to provide waterside access for ballpark visitors and for~~ residents, visitors and employees of South Beach, Mission Bay and other nearby neighborhoods. ~~The~~ ferry dock also could be used for future water taxi service to other points along the waterfront.

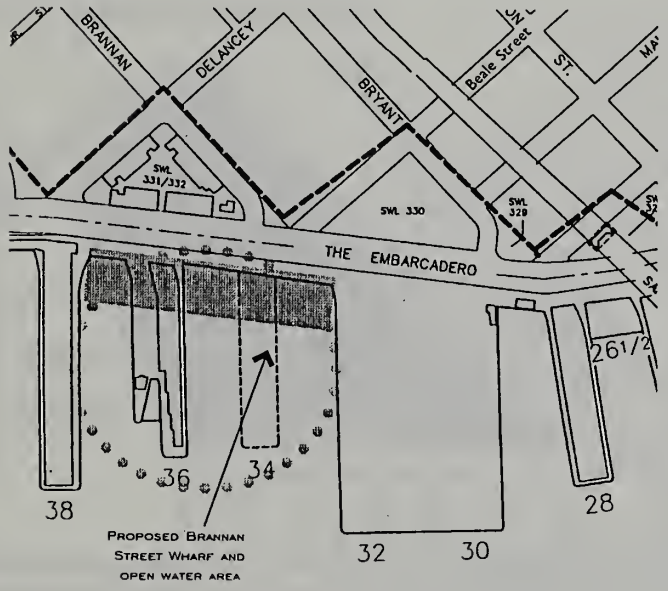
Summary of Design and Access Objectives:

The Design and Access Element calls for removal of Piers 34 and 36 to create a new "Brannan Street Wharf" and open water area extending along the Embarcadero Promenade at the foot of Brannan Street for a minimum of 600 feet. This major new public open space, and the expansion of South Beach Park, will serve the South Beach neighborhood as well as visitors to the proposed ballpark and other new activities. In addition, the ballpark project includes the creation of a PortWalk pedestrian walkway along China Basin Channel between the expanded South Beach Park and the Third Street Bridge. Other design objectives for the area call for preserving the Pier 22 1/2 Fireboat House consistent with Secretary of Interior's Standards, and retaining the Pier 38 bulkhead building and Piers 26 and 28 bulkhead facades. Pier 24 will be removed and Pier 38 will be included in a further study to develop recommendations for pier preservation and reuse. New development on bulkhead sites, which is encouraged to reinforce the edge of The Embarcadero, and new public access on piers will be designed to complement adjacent public open spaces at Rincon Park, Brannan Street Wharf and South Beach Park, and to maintain key views from Beale, Harrison, Bryant, Brannan, Townsend, King and Second Streets.

Design Criteria

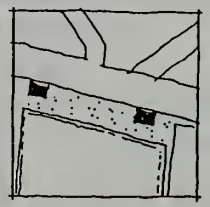
BRANNAN STREET WHARF

(Open Space between Piers 32 to 38)



The Brannan Street Wharf will be a major new waterfront open space at the terminus of Brannan Street in the center of the South Beach neighborhood. ~~Construction of the Wharf~~ will require removal of Piers 34 and 36.

Site



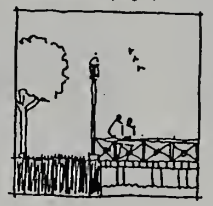
SITE COVERAGE: Provide a ~~60,000 square foot (minimum)~~ public plaza fronting on at least 600 feet of The Embarcadero. Work with residents and businesses in the area to determine plaza design and improvements, and any allowances for accessory uses which promote use of the open space (e.g. snack sales, recreational equipment rentals).

OPEN WATER: Maintain net new open water created by removal of Piers 34 and 36 and creation of the Brannan Street Wharf open space. Allow maritime berthing and activities in the water along the adjacent piers, but not in the open water between them.

VIEWS: Create views of the Bay from Beale

Orientation

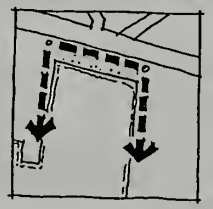
SITE COVERAGE: Orient any new structures to both the Bay and The Embarcadero.



EDGE: Use architectural features to acknowledge the location of the seawall, and the distinction between being over land and being over water.

Architectural Details

CHARACTER: Distinguish the public open space improvements from adjacent private development.



PUBLIC EDGE: Extend and coordinate treatment of edge improvements to emphasize access to public areas on adjacent piers.

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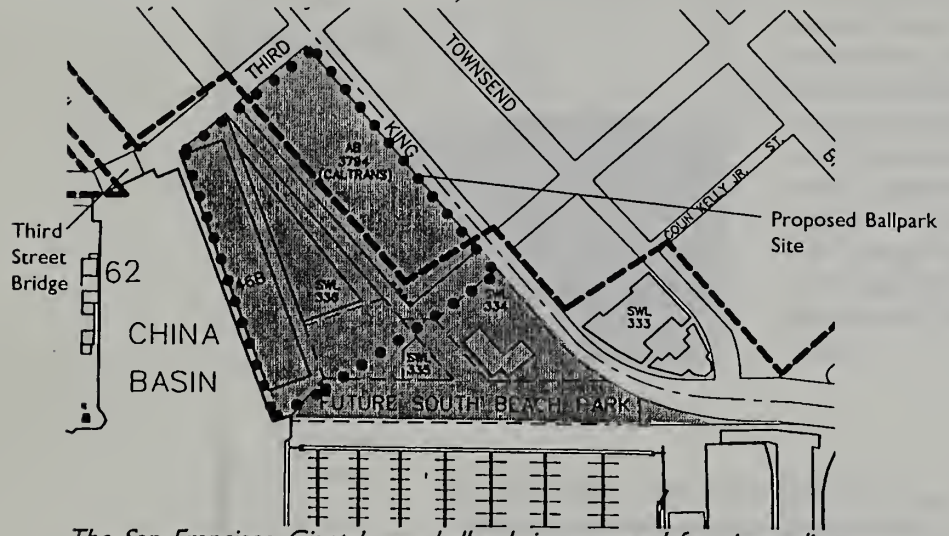
Design Criteria

SOUTH BEACH PARK & PROPOSED BALLPARK *(Seawall Lots 334, 335, & 336, and Caltrans site on Assessor's Block 3794)*



~~The San Francisco Giants'~~ new ballpark is ~~proposed~~ for sites adjacent to China Basin Channel and the South Beach Harbor. The ballpark will include a PortWalk pedestrian walkway along China Basin Channel. Other improvements in the area include the expansion of South Beach Park to the eastern edge of the ballpark, and new ferry service to serve ballpark and other visitors to the South Beach area.

Site

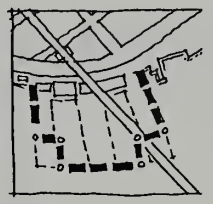
SITE: Create a public access edge along the full length of China Basin Channel, adjacent to the proposed ballpark. Provide visual and physical connections via the Embarcadero Promenade between South Beach Park and the Brannan Street Wharf.

SITE: Raised areas of South Beach Park should be terraced to maximize usable park space and to provide expansive views of South Beach Harbor and the Bay from The Embarcadero and King Street.

VIEWS: Include design treatments which

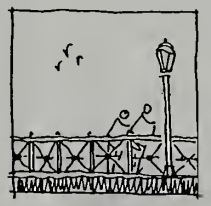
Orientation

EDGE -- Promenade Extension: Provide a continuous, publicly accessible Port Walk extending from South Beach Harbor along China Basin Channel to the landmark Third Street Bridge. The ~~width and~~ character of the Portwalk should be similar to the Embarcadero Promenade, with ~~extra walkway~~ width ~~if necessary~~ to accommodate ballpark visitors.

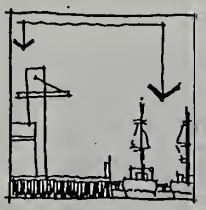


ORIENTATION -- Ballpark Views: Orient ballpark siting and design to ~~maximize~~ views of the Bay, the waterfront, and the Bay Bridge.

Architectural Details



CHARACTER -- Public Identity of Park: To maintain the public identity of South Beach Park, the character of improvements within the Park should be distinct from the adjacent ballpark or Pier 40 development.



CHARACTER -- Harbor & Park: Structures within the park that serve the South Beach Harbor may have an architectural relationship with harbor improvements.

CHARACTER -- Third Street Bridge: The design of new development should complement the Third Street Bridge, a City landmark.

LIGHTING & SECURITY -- Park and Port Walk: Maintain clear sightlines and utilize lighting to enhance access to the Port Walk and South Beach Park at night.

Service

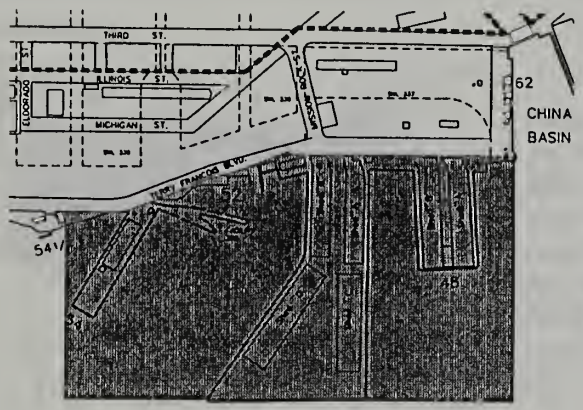
SERVICE -- In Park Area: Avoid use of the park for service access to adjacent uses.

DRAFT
May 7, 1997

Design Criteria

PIERS 48 - 54

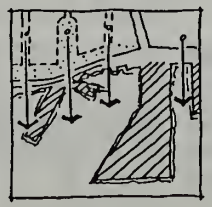
And Bulkhead Sites



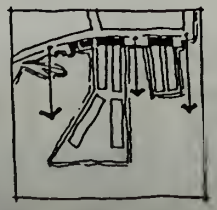
The Waterfront Plan reserves Piers 48, 50, and 54 over the long-term for potential cargo shipping and maritime-related uses. Interim uses are allowed. The area in between Pier 50 and 54 is designated for recreational boating and water use, with provisions for limited commercial uses.

Site

HISTORIC PRESERVATION: Rehabilitate and adaptively reuse the historic Pier 48 bulkhead facades and pier sheds, consistent with The Secretary of the Interior's Standards for Rehabilitation.

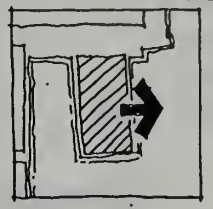


OPEN SPACE -- Waterfront Walkway: New development or reconstruction of Terry Francois Boulevard should include a waterfront walkway along the east and north sides of the Boulevard that connects to the historic Third Street Bridge.



MASSING: Along Terry Francois Boulevard, group activities and structures together to emphasize the difference between built and open areas.

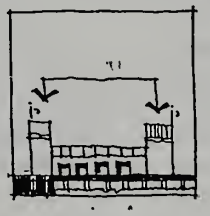
Orientation



ORIENTATION -- Pier 48: ~~If any~~ public access ~~is provided~~ on Pier 48, ~~locate it~~ on the north edge of the pier to provide views of China Basin Channel and the Bay Bridge.

Architectural Details

CHARACTER - Pier 48 Bulkhead: Improvements to Pier 48 bulkhead structures should preserve the historic character defining elements of the structures.



CHARACTER -- Pier 48: Buildings near Pier 48 should be compatible and not compete visually with adjacent historic structures. Any strong architectural forms should be distanced from bulkheads. Character, materials, and color should complement historic structures.

CHARACTER -- Industrial: The materials, style and detailing of new bulkhead and pier improvments should reflect the industrial and maritime character typical of the area (e.g. bold forms, simple detailing, authentic materials).

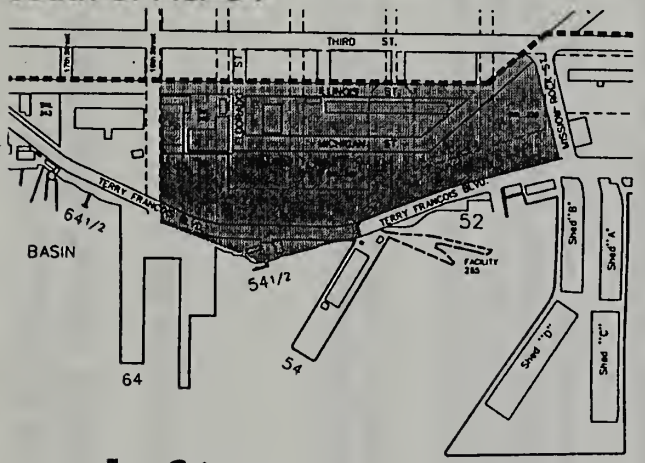
COLOR: Color of bulkhead structures should be primarily light in tone.

D R A F T
May 7, 1997

Design Criteria

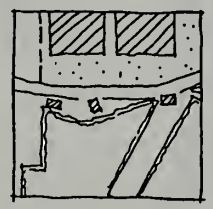
SEAWALL LOTS 338, 339 & 340,

~~*And Waterfront Edge east of Terry Francois Boulevard and south of Pier 54*~~

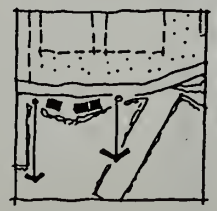


These three seawall lots are included in the Mission Bay Plan area. Maritime and public access improvements on Port property east of Terry Francois Boulevard will be coordinated with Mission Bay development.

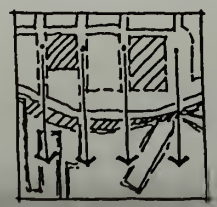
Site



MASSING -- Open Space: Major new development in Mission Bay should be separated from the waterfront by open space west of Terry Francois Boulevard included in the Mission Bay Plan.



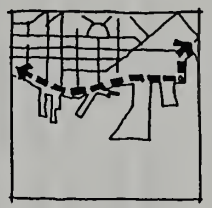
~~MASSING -- Waterfront Edge: Allow groupings of small structures along the waterfront edge to emphasize the difference between built and open areas. Protect street view corridors.~~(moved to page 108)



MASSING -- Street Views: Plan the location and creation of circulation and view corridors on east/west streets to coincide with new public access and viewing areas along the waterfront edge.

Orientation

ORIENTATION -- Streets: Primary building uses and entrances should be built and oriented to street edges.



EDGE: Building edges facing the waterfront should maintain a consistent built line, whether parallel to the street or the waterfront edge (setback variations of approximately 25' permitted).

Architectural Details

ARTICULATION: New development should be architecturally scaled and articulated based on type of use. Residential uses should include vertical changes in facade at a maximum of 50 foot intervals. Larger commercial or institutional uses should be scaled appropriate to use.

TRANSPARENCY: Avoid blank ground floor walls by providing views into the ground floor of buildings wherever feasible.

DRAFT

PORT OF SAN FRANCISCO
CITY AND COUNTY OF SAN FRANCISCO

RESOLUTION NO. 97-51

WHEREAS, Proposition H, passed by San Francisco voters in 1990, required preparation of a land use plan for the Port's piers and properties nearest the shore; and

WHEREAS, In 1990, the Port Commission embarked on a more extensive land use planning effort, which includes all Port properties from the east end of Aquatic Park to India Basin, to ensure a comprehensive land use plan to provide San Franciscans with the waterfront they desire; and

WHEREAS, The Port Commission created the Waterfront Plan Advisory Board ("Advisory Board") in 1991, with 27 members representing citizens of San Francisco, maritime, labor and neighborhood organizations, Port tenants, and architects and urban planners, to recommend a Draft Waterfront Land Use Plan ("Waterfront Plan") for Port Commission consideration; and

WHEREAS, The Advisory Board met twice monthly for three years, sometimes late into the night, to recommend a Draft Waterfront Plan to the Port Commission in July 1994, and has continued to meet as necessary since then; and

WHEREAS, The Advisory Board spent countless hours learning about the Port's legal responsibilities, finances, regulatory environment and history, conducting a comprehensive and thorough review of the existing and future needs of maritime activities on the San Francisco waterfront, and identifying development opportunities compatible with these maritime activities; and

WHEREAS, The Advisory Board debated, re-debated and one last time debated the wisdom of hotels, ballparks, and other controversial uses on the waterfront; and

WHEREAS, The Advisory Board struggled over the years to balance all the Port's responsibilities and recommend a fiscally responsible Waterfront Plan; and

WHEREAS, The Advisory Board has consistently impressed the Port Commission, its staff, and the public with its open and honest approach to discussing all issues related to developing the Waterfront Plan, always giving due consideration to the ideas, questions and concerns expressed by members of the public; and

WHEREAS, The members of the Advisory Board have helped educate the public about the Waterfront Plan, the Port, and the importance of responsible Port revitalization; and

WHEREAS, They accomplished all of the above with dedication, commitment, good humor, and good will; and

WHEREAS, Because of their countless hours of waterfront planning education, research, analysis and meetings, the Advisory Board members have further developed their expertise in community, maritime, planning, architecture, regulatory, financial and other issues affecting waterfront planning, and the Advisory Board has become an ideal community body for soliciting input on waterfront planning issues; and

WHEREAS, It is therefore the desire of the Port Commission that the Advisory Board continue to convene on an occasional basis as the Port transitions into the implementation phase of the Waterfront Plan; now, therefore, be it

RESOLVED, The San Francisco Port Commission recognizes and thanks Advisory Board members Kermit H. Boston, Arthur Bruzzone, Anne Marie Cervantes, Denise Conley, James C. Eschen, Patrick J. Flanagan, Michael Gallette, Lester W. Gee, D. Carl Hanson, Robert Hagedorn, Toby Levine, Denise Hinckle McCarthy, Richard C. Millet, George Mix, Jr., Jane Morrison, Stan Moy, Peter Moylan, George Romero, Nan G. Roth, Marina V. Secchitano, Paul Sedway, Bob Tibbits, Robert Tufts, Julia Viera, Tom Walker, Jay S. Wallace and Esther "b" Woeste for their invaluable contributions and dedication to the creation of the Port of San Francisco's Waterfront Land Use Plan, and solicits their continuing participation and counsel as the waterfront planning process continues; and, be it further

RESOLVED, The Port Commission expresses special thanks and appreciation to Robert Tufts who, as Chair of the Advisory Board, exhibited extraordinary fairness, patience, compassion and leadership, which helped to make the process to develop the Waterfront Plan a model for community planning.

This is to certify that the foregoing resolution is adopted by the Port Commission at its meeting of June 24, 1997.

_____
Secretary

PORT COMMISSION
CITY AND COUNTY OF SAN FRANCISCO

RESOLUTION NO. 97-52

WHEREAS, The San Francisco waterfront is a resource of incomparable visual quality, with opportunities for extensive public access and open space, a variety of spectacular views from many vantage points, and a unique maritime architectural character which is an important part of the historic development pattern of San Francisco; and

WHEREAS, The Waterfront Land Use Plan is the product of an intensive, six year public planning process and is the comprehensive document describing where existing and new land uses will be located along the waterfront during the next twenty years; and

WHEREAS, The Waterfront Land Use Plan's goals include that the waterfront be developed with exemplary quality urban design, provide public access to and along the waterfront, and respect and enhance the waterfront's historic character; and

WHEREAS, A nine member Waterfront Plan Urban Design Technical Advisory Committee was formed with individuals of known expertise in architecture, urban design, city planning, open space, historic preservation, and the environment; and

WHEREAS, The Technical Advisory Committee held monthly public meetings for over one year during which they reviewed public access and open space, view, historic resource, city pattern and architectural design policies and criteria for the waterfront to develop the Waterfront Design & Access Element of the Waterfront Land Use Plan, and assisted the Port and Planning Department staff in presenting these policies and design criteria to the public; and

WHEREAS, The Technical Advisory Committee members brought to the planning process a broad range of perspectives on waterfront urban design, which allowed a wide-range of design ideas to be respectfully discussed; now, therefore be it

RESOLVED, The San Francisco Port Commission recognizes Jeffrey Heller, Marc Holmes, John L. Kriken, Sylvia Kwan, Joe LaClair, Vince Lattanzio, Toby Levine, Eva Liebermann, and Stewart Morton, as valued members of the Waterfront Plan Urban Design Technical Advisory Committee, who provided the Port of San Francisco with expert guidance in producing the Waterfront Design & Access Element.

I hereby certify that the foregoing resolution was adopted by the Port Commission at its meeting of June 24, 1997.

_____
Secretary

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SAN FRANCISCO
PORT COMMISSION

JUNE 24, 1997
MINUTES OF THE REGULAR MEETING

MEMBERS, PORT COMMISSION

HON. MICHAEL HARDEMAN, PRESIDENT
HON. DENISE McCARTHY, VICE PRESIDENT
HON. FRANKIE G. LEE
HON. JAMES HERMAN

DOUGLAS F. WONG, EXECUTIVE DIRECTOR

CITY & COUNTY SAN FRANCISCO
PORT COMMISSION

MINUTES OF THE REGULAR MEETING
JUNE 24, 1997

1. ROLL CALL

The meeting was called to order by Commission President Michael Hardeman at 4:31 p.m. The following Commissioners were present: Michael Hardeman, Denise McCarthy, Frankie Lee and James Herman.

2. APPROVAL OF MINUTES - June 10, 1997 Special Meeting
- June 10, 1997 Regular Meeting

ACTION: Commissioner McCarthy moved approval; Commissioner Lee seconded the motion. All of the Commissioners were in favor. The minutes of the meetings were adopted.

3. EXECUTIVE

A. Executive Director's Report: Mr. Wong welcomed back Commissioner Herman. He then reported the following:

1) On Saturday, June 21, Mayor Brown and approximately 260 Mayors had a walking tour of the Embarcadero and Fisherman's Wharf from Aquatic Park to Pier ½. They also took a tour of the Farmer's Market and a breakfast was held for them at Pier ½. The Mayor commented that the wharf was beautiful and he wanted Mr. Wong to convey to Port staff, particularly Alex Lee and his maintenance crew, for a job well done.

2) The 27th Annual Lesbian, Gay, Bisexual, TransGender Pride Celebration will take place on the waterfront on June 28 and 29. This is the third largest public gathering in the United States. Approximately 600,000 people are expected to attend the festivities. This is the fourth time this event was held on the waterfront. The southbound lanes of the Embarcadero will be closed from 8:30 p.m. on Friday and will reopen on midnight, Sunday, June 29.

3) The $12 million loan for the relocation of the Maintenance facility was approved by the Board of Supervisors last week. He thanked Ben, Stephanie and Julie for all their hard work.

4) Due to a lack of a quorum, the July 8th Commission meeting will probably be canceled and a Special Commission meeting will be held on Thursday, July 10 at 9 a.m.

5) Since our last Port Commission meeting, staff has made progress in securing the $900,000 funding needed to restore the Pier 98 wetlands restoration project, per the Port's agreement with BCDC. With the help of Assemblyman Shelley, the Budget Conference Committee of the Legislature authorized the Coastal Conservancy to spend existing funds for the development of the Pier 98 project. The project still needs to be signed by the Governor but staff is optimistic that this money is "safe" and will be able to work with the Conservancy on securing a grant.

   On behalf of the Port, he acknowledged Assemblyman Shelley's leadership and support on this project and he also acknowledged Veronica Sanchez's due diligence.

6) Mr. Leo Brien, Maritime Director of the Port of Oakland, passed away yesterday after a short illness. Port staff worked closely with Mr. Brien on a number of issues pertaining to increased shipping and trade for the Northern California region. There will be a service for Mr. Brien at Isadore's Catholic Church in Danville on Thursday, June 26 at 10 a.m. He asked the Commission to close this meeting in his memory.

B. Informational presentation on the Third Street Light Rail Project.

Peter Strauss, Manager of Service Planning for Muni, gave a brief presentation on the status of the Third Street Light Rail Project. The project is an outgrowth of Proposition B, the transportation sales tax passed in 1989 which provided for work on two high-priority projects: (1) the Geary corridor and (2) the Bayshore corridor. A systems level study was done on the Third Street corridor in 1993 followed by a similar systems level study at the Geary corridor in 1994/1995 to determine what type of project to proceed with and how to proceed. At the conclusion of that process, the Transportation Authority made a decision that the Bayshore project would be given first priority.

They are now engaged in the project development phase and the preparation of the environmental documents. The phase begun last September and recommendations were made to their Commission on what options should be carried forward in the environmental documents. The screening recommendations were presented to their Commission on June 10. They intend to report back to their Commission on July 8 on any comments derived from

this and other Commissions.

The project development stage consisted of addressing four sets of issues and four groups of decisions. All of the alternatives begin with a common segment starting at the south end, near the Bayshore CalTrain station, come up passed Visitacion Valley on Bayshore Blvd. and come up Third Street through Bayview Hunters Point, passed Potrero Hill and the central waterfront up to Mission Bay. All of the options they have looked at share that common segment. The first group of decisions they faced was to sub-optimize three groups of decisions for coming into the downtown area as required by Proposition B. The second group of decisions looked at major alignments. Those alignments consisted of Option 1, which ties into the existing Market Street subway. They have looked at going around the west side of Mission Bay or through Mission Bay to King Blvd., coming up those tracks that are nearing completion and entering the Market Street subway at Folsom Street and continuing at Market Street subway.

The second set of options involved a fairly ambitious alternative, which would be making a commitment to construct a new central subway for the City that would come up on Third Street. On this option, the line would come to Mission Bay, cross the channel, continue up Third or Fourth Street and enter a subway south of the freeway, come together on Third Street and follow Third Street up to Market Street, cross Market at Third and then operate north along Kearny or Stockton Street. The third set of options is somewhat similar to Option 1 but rather than entering the existing Market Street subway, this looked at options that would run on the surface of Market Street or connect to the surface F-Line tracks coming up the Embarcadero into Chinatown. The third group of decisions looked at the configuration on Third Street.

The last set of decisions concerned the identification of a maintenance base location. Approximately eight meetings were held with their Technical Advisory Committee and the Port has been a participant in the process. They also had a community advisory group and have held about two dozen additional meetings in the community.

One of the strongest message that has come out of these meetings is that there is a very broad desire on a staff and community level to make a commitment to the Central Subway project. San Francisco should make a long-term commitment to construct this new Central Subway under Third Street, crossing Market Street, coming to Union Square, running north on Stockton to Chinatown. This would directly serve Chinatown at Clay, serve Union Square, connect at Market Street, serve Yerba Buena and come to surface, serve the vicinity of the ballpark, Mission Bay and continue south. This is a commitment

that the City should be prepared to make. Their recommendation to their Commission is that they start the ball rolling and make this commitment to the Central Subway as a long-term project.

The Central Subway project, however, is estimated to cost approximately $850 million, which they don't currently have available. They have approximately $290 million available from transportation sales tax funds. They are seeking to identify an initial operating segment which is the project they would build with the $290 million and hope to have running in 2003. What they are recommending as that initial operating segment is Option 1. This is something they feel they can put in place with the funds available and time they have to construct the project.

With respect to the configuration along Third Street, there are tradeoffs between the light rail line, sidewalk width, parking, bike lanes and pedestrian amenities. They have three alternatives they recommend to the Commission involving two lanes of traffic plus light rail or one lane of traffic plus light rail.

In addition to the basic street configuration, they are looking at a set of station locations. They are looking at two sets of station configurations, one with high-level platform another with platforms that are approximately ten to 14 inches high, which would create less of a barrier in the community but with a high-boarding area in one end so they can accommodate wheelchair users.

Lastly, they have been dealing with the issue of location for a maintenance site. They have originally looked at a site in Mission Bay but have abandoned their rights to that site to allow that site to be integrated with the UCSF project for Mission Bay. They are looking at two alternative sites, both of which involve Port land: (1) Cargo Way and (2) the Western Pacific Site. The Cargo Way site has a number of concerns to them such as the geotech issues and problems with interference with rail switching and conflict with the existing industrial building. For those reasons, the Western Pacific site is more attractive to them. They are continuing discussionns of both alternatives with Port staff. They expect to reach an acceptable conclusion quickly. They look forward to working very closely with the Port Commission and its staff.

Commissioner McCarthy inquired if they will need the entire site of the Western Pacific site. Mr. Strauss replied no and added that they are focusing their discussions on the 12-acre site toward the bayside of the overall parcel.

Commissioner Herman inquired when they plan to commence with this project, assuming that it sails through the process. Mr. Strauss replied that they intend to begin detail engineering next year. They are currently going through the

environmental process. They hope to have a draft EIR statement and report available in the beginning of next year, finalized in the middle of next year and go into detail design. They hope to be in construction in the year 2000 and plan to be operating in 2003.

Commissioner Herman inquired about the funding. Mr. Strauss replied that they have approximately one third of the money necessary for the central subway. They have enough money to build the initial 2003 project. They are confident that they can identify the funds to put the initial project in operation in 2003. They are complying with all steps of the federal process as they hope to secure the "Letter of No Prejudice," which will allow them to use that initial local investment as leverage against federal funds for the eventual central subway project. Commissioner Herman inquired about the use of bonds. Mr. Strauss replied that the Transportation Authority has current bonding authority but, at this point, it does not appear likely that bonding will be necessary for the initial project. There is some discussion of a reauthorization of Proposition B to extend the transportation sales tax. It is conceivable that it could generate some additional funds to the project and might involve bonding against that revenue stream but there are no definite plans at this point for bonding. It won't be necessary for the 2003 project.

Commissioner Hardeman recalled that when he was a Public Utilities Commissioner in 1992, they directed this project, not exactly the same concept but the direction to have a light rail down the Third Street corridor into Chinatown. He added that it is wonderful to see it finally coming into fruition and he hopes that they find the money. He indicated that Mayor Brown will certainly assist them in that endeavor.

4. MARITIME

5. REAL ESTATE AND ASSET MANAGEMENT

6. FACILITIES & OPERATIONS

A. Authorization to advertise for bids for Contract No. 2617, "Pier 47A Reconstruction Project." (Resolution No. 97-48) **THIS ITEM WAS CONTINUED.**

B. Approval to extend the underground district along Terry A. Francois Boulevard, from Third Street to Illinois Street. (Resolution No. 97-49) **THIS ITEM WAS CONTINUED.**

7. PLANNING & DEVELOPMENT

A. Resolution adopting the Waterfront Plan, including the Design and Access Element, and adopting findings under the California Environmental Quality Act (CEQA) related to the Port of San Francisco's Waterfront Land Use Plan as set forth in the Final Environmental Impact Report (EIR) entitled, "Waterfront Land Use Plan," dated January 9, 1997. (Resolution No. 97-50)

Mr. Paul Osmundson, Director of Planning and Development, indicated that the Waterfront Plan process has been lengthy and inclusive. They have held more than a hundred public meetings. They believed that they have achieved something worthy of the Commission's consideration. They have tried to remain respectful of everyone's position. Everyone is aware of the difficulties presented by preparing this plan. The plan, as required by Proposition H, is a comprehensive plan that identifies acceptable and unacceptable land uses for the waterfront. It is a blueprint for the future and they believe that it achieves its overarching goal of uniting the City with the waterfront.

He then thanked the Port's Planning and Development staff: Kari Kilstrom, Kate Nichol, Dan Hodapp and Alec Bash who were each responsible for major parts of this effort. April Tango Shaw and Floristine Johnson, support staff, who spent countless hours meeting deadlines. Carrie Hamilton and Kelly Kahn, interns from UC Berkeley, who have been a great help. Legal Advisors: Deputy City Attorney Noreen Ambrose and Marc Mihaly. Members of the Planning Department staff: Amit Gosh, Eva Liebermann, Evan Rose, Inger Horton and Vincent Marsh. BCDC staff: Will Travis, Jeff Blanchfield, Joe LaClair, Jennifer Rufolo and Terry Watt. Save San Francisco Bay Association: Marc Holmes. Port Staff: Neil Sekhri, Ed Byrne, Kirk Bennett and Fei Tsen's entire staff to ensure that through the planning process, engineering and real estate considerations were taken into account and prepare an implementable plan they can work with. The Waterfront Plan Advisory Board and the Urban Design Technical Advisory Committee. Former Port Directors: Michael Huerta, Wally Abernathy and Dennis Bouey. Former Planning Director: Keri Lung. Ms. Lung and Michael Huerta conceived of this planning effort. He also thanked not only the dedicated involvement of the Waterfront Plan Advisory Board (WPAB) and the Technical Advisory Committee (TAC) but the members of the public who have given their views on the waterfront.

Anne Cook indicated that two weeks ago, Diane Oshima and she discussed the proposed revisions to the Waterfront Land Use Plan (WLUP) and to the Waterfront Design and Access Element (DAE). They have proposed revisions to the revisions at that meeting. Subsequent to that meeting, they have received further public comments to the proposed revisions as well as the original documents. Staff reviewed them and made additional suggestions for the

Commission's consideration. She indicated that she will be presenting the additional proposed revisions to the Waterfront Plan and Diane Oshima will be presenting the proposed revisions to the Waterfront Design and Access Element. Kari Kilstrom will be presenting the description of the EIR findings. Diane Oshima will then present the WLUP approval resolution.

Anne Cook indicated that revisions were made in response to Planning Department comments which clarify the discussion of the regulatory and policy context of the Plan. Also, in response to comments from the Dolphin Swim Club, a new general land use policy calling for compliance with all applicable environmental and water quality laws and regulations and any related policies adopted by the Port Commission has been added to apply to the maritime, open spaces and public access, commercial, academic institutional, transportation service, community facility and general industry use categories. Revisions were also included to reflect Catellus Development Corporation's current efforts to revise the Mission Bay Plan. In response to comments from San Francisco Tomorrow, a new development standard is proposed to acknowledge that Seawall Lot 337 is currently designated or zoned for open space in the General Plan and Zoning Map, and that any revisions in the long-term use of the site should be coordinated with changes in the Mission Bay Plan. Revisions were made to update the discussion of maritime activities, which do not change any policies of the WLUP. They have kept the policies in place which provide that two-thirds of the waterfront is reserved for maritime uses. In addition to reserving two-thirds of the waterfront for maritime uses, there are also provisions that continue to give the Port Commission its responsibility and right to further maritime uses on Port property. Page 44 of the plan states that ... "the maritime policies discussed in this plan provide guidance to the Port in siting its various maritime operations; however, to fully meet the Port's public trust responsibilities to promote navigation, fisheries and maritime commerce, the Port reserves the right to site maritime activities anywhere on Port property in response to ever-changing industry needs." This comment is also repeated on each of the acceptable land use tables in Chapter 4 of the plan.

Diane Oshima, Planning & Development staff, indicated that the staff report gives a comprehensive overview of the most notable issues leading to the revisions. She highlighted the specifics and provided some updated information not available at the time the staff report was prepared. She acknowledged that staff has received a number of comments from community groups, Planning Department, Fisherman's Wharf Merchants Association and Port tenants, San Francisco Architectural Heritage, SPUR, Dolphin & South end Rowing Club, Rincon Point South Beach CAC, S.F. Landmarks Preservation Advisory Board and the S.F. Chapter of AIA.

The first revision is the addition of the Aquatic Park/Hyde Street city connection area. This addition was included in response to comments received from the Fisherman's Wharf community. Comments were received from Meg Reilly and Aaron Peskin of the Dolphin Club and the South end Rowing Club that suggest further revisions to certain facilities in the Aquatic Park city connection area. A copy of the fax received from the group has been circulated for the Commission's review. The group proposed some further modifications to pages 17 & 28 and to a fold-out open space and public access map included within the Design Access Element (noted on page 17 of Attachment B.1) in Chapter 4. They wanted to add words to indicate that the swimming and rowing club docks are in the jurisdiction of the Rec & Park Department. Port staff is proposing that the section read... "this area includes portions of the swimming and rowing club docks in bay waters, which are within Port jurisdiction on the east side of Aquatic Park, the San Francisco Maritime Historic Park and the planned Hyde Street Fishing Harbor." On page 28, the group proposed the words be deleted under Item No. 2. Since that map shows the pier public access areas, Port staff suggested indicating... "public access to portions of the swimming and rowing club docks which are within Port jurisdiction." This is a clarification of the limited area under the Port's jurisdiction. With regard to the foldout map, staff proposes to add reference to the swimming and rowing clubs and docks. The group proposed changes, which staff has similarly modified, to indicate that instead of No. 2, which says swimming and rowing clubs and docks, it would say ... "within Port jurisdiction, the swimming and rowing club docks and waters of Aquatic Park."

The next revision is the discussion about City Pattern in Chapter 3. This chapter has been revised in response to Planning Department request to recognize "City Pattern" as an important element of waterfront urban design. This would ensure that any future development, including those which may involve reconfiguring piers, are consistent with the waterfront setting which in large part is established by this pattern of the finger piers extending into the water. As a result of this revision, "city pattern" policies, which were included in Chapter 4 of the previous version of the Design & Access Element, will be moved to Chapter 3, and be equally valued with Public Access and Open Space, Views and Historic Resources policies which are also included in Chapter 3.

With regard to the Historic Resource Policies (Page 40), staff feels that a good balance has been struck where we have been able to declare which resources should be preserved to the Secretary of Interior's standards, resources that the Port is clear of saving, resources that we have not reached consensus and spell out what further work needs to be done. The Design and Access Element with

respect to the historic resources in the northern half of the waterfront from China Basin up to Fisherman's Wharf contains three policies addressing historic resources. The first policy calls for preserving to Secretary of Interior's standards which are the highest standards for historic rehabilitation, the Ferry Building, Agricultural Building, the Belt Line Roundhouse at Sansome and Embarcadero, the Pier 22-½ fireboat house, the Pier 1 through 5 bulkhead building because of the historic context that they set for the Ferry Building and Piers 45 and 48, both the bulkheads as well as the sheds and piers connected to them. For those, by adopting the DAE, the Commission will be adopting policies that will commit to saving those according to the Secretary of Interior's standards. The next group of historic resources in the northern half of the waterfront is to retain and reuse Pier 9, 15, 19, 23, 31, 33, 35, 26, 28 and 38 bulkhead buildings. The Port, by adopting the DAE, is saying we are going to save these resources. The DAE further calls for more work to be done so that we can figure out what are the rehabilitation standards that would be applied to those resources.

SPUR proposed some changes to the wording to make it clear that there is a broad scope of issues that need to be considered before the Port would come to any conclusions about pier reservations. Staff has met with Heritage and they are in agreement as well. Both sides, despite the fact that they have different positions about the outcome of the pier preservation study, understand that these studies need to take place. Staff's understanding is that everybody is in agreement that the studies are appropriate and reasonable. She noted that the proposed revisions regarding historic resources add five Fisherman's Wharf historic resources to this study. The study will cover the piers, pier sheds and how to evaluate their future preservation. The Waterfront Plan includes land use policies that give priority to preserving those structures for fishing industry uses.

Kari Kilstrom addressed the findings and the mitigation monitoring program. To adopt the WLUP, CEQA requires that the Port Commission adopt the findings. These findings are to consider potential significant environmental effects of the WLUP in light of the broad range of policy objectives that the Commission has for its property so that a balanced decision can be made. The WLUP EIR identify potential impacts that could occur if the Port develops and operates the types of land uses and projects that are permitted under the Waterfront Plan. The findings include set of mitigation measures taken from the EIR that will reduce or avoid many of these environmental effects. Some of the mitigation measures suggest that the Port adopt policies that, if followed, would protect certain resources. For example, to protect visual and historic recourse, policies have been written and incorporated into the DAE so that when the Port Commission adopts the Plan including the DAE, the Port will

begin following a set of policies that are protective of these resources. Other measures of design to avoid construction related impacts would be applied to projects by the Port's engineering division. Some measures relating to transit and traffic improvements can only be implemented by other agencies such as the Port, the Board of Supervisors or the Department of Parking and Traffic. The Port will urge, by letter, that these agencies take specific actions, outlined in the mitigation measures, to improve access to Port properties along the Embarcadero.

In order that all these measures are implemented, a monitoring program has been created. This program summarizes each of the mitigation measures and identifies the responsible parties for implementing each measure or conducting follow-up monitoring, if necessary. Overall, these findings conclude that the adoption of WLUP is expected to result in many benefits for the Port and the City.

Diane Oshima discussed the results of their meetings with the Landmarks Preservation Advisory Board and the Planning Commission. She responded to some of the points raised in the Landmarks Board letter to Commissioner Hardeman wherein they were addressing the May 7th version of the DAE. Some of their issues were covered. They are acknowledging that the Port is taking a major step in including these historic resources in the DAE. They are advocating some "hurry up" steps to get the Port to nominate some districts for the northern piers and the Pier 70 area. Further analysis would have to take place before concluding there is a historic district, what size it would be and whether there will be individual resources that would be identified as an alternative. They are also advocating that the Port initiate discussions with the State Historic Preservation Office to negotiate a Memorandum of Agreement, which sets forth what the Port could do, on what resources and declare in advance what is acceptable and what isn't so it would streamline the review of future development projects. She indicated that there is language in the DAE that sets forth working with the Preservation Agencies and communities in the future. Their letter asks to call for the inclusion of the Fisherman's Wharf historic resources which was added as a proposed revision to the DAE. They made reference to another resource in the Fisherman's Wharf area called the Golden Gate Ferry Terminal Company at Jefferson Street. She made it clear that that particular building is not included in the group of Fisherman's Wharf area for further study because it is included within the Hyde Street Fishing Harbor project. The other resources they site have been included in the DAE. They also brought up the issue that there is no mention of the resources at the Hyde Street Pier. Staff has looked into this and found that all the historically significant structures and exhibits are under the ownership and control of the National Park Service and not the Port. It is not appropriate for the Port to put

into policy to control resources that it does not have. The Port's historic resources consultant took a look at the Hyde Street Pier. By itself, without the inclusion of these historic ship museum exhibits that it was not eligible for the National Register, therefore it was not included in the DAE.

Port staff has received a copy of a letter from Gerald Green, Planning Director, which stated that the Landmarks Board letter to the Commission was written on their own and was not reviewed or discussed by the Planning Department.

With regard to the Planning Commission meeting last Thursday, there were still some comments that the Planning Department raised which Port staff addressed all, but two, in the proposed revisions to the DAE. The two outstanding issues are: (1) the name given to the Design and Access Element. Their concern is that by calling it an element of the WLUP there might be some confusion with elements of the City's General Plan. For the time being, Port staff proposed to continue to use the reference of the Waterfront Design and Access Element in a trial phase until the document is ready to be reprinted. (2) In relation to two particular street view corridors at Vallejo Street which is a prime development opportunity site for the Port, the master plan has language that would call for that view corridor to remain open and there is a language in the DAE that essentially says keep it open if feasible but couldn't guarantee that would actually take place. Similarly, for the Brannan Street view corridor, the master plan calls for bay views down that street corridor but it cuts almost a direct diagonal through Pier 32/33 which again is a development opportunity site. Staff has put some measures to protect views of the bay to the extent feasible.

The Planning Staff prepared a resolution for the Commission to consider for adoption to endorse the DAE. Notwithstanding these outstanding issues, that is a testament to the partnership that Port staff has formed with the Planning Department.

Resolution 97-50 is a recitation of the very extensive exhaustive process to bring the community and relevant agencies into the waterfront plan process and it incorporates the findings that Kari Kilstrom described. She indicated that in adopting the WLUP and the DAE, it will represent the Port's official land use policy for the future management and development of Port properties and urged the Commission to adopt the resolution.

Ernestine Weiss commended all the people involved with the plan. She urged the Commission not to let the Heritage people and preservationists to hold it up any further. She asked the Commission to go forward with the plan.

David Bahlman, Heritage, commended the Port for doing a wonderful work. Port staff has worked with Heritage intensively to come up with a complete preservation policies. As a result of Heritage's involvement, they have a complete scope of Pier 70. Despite the article that appeared in the newspaper this morning, Heritage never took a position on a northern waterfront historic district. They understand SPUR's reticence to have a historic district because it would imply design review on new construction. They have been neutral on the subject and have not taken a position at all. They are strong supporters of the union iron workers. He assured the Commission that SPUR and Heritage are in harmony on this issue. He mentioned that there are benefits to developers for taking on historic structures. The letter from the Landmarks board lays out the preservation incentives, tax credits, loans, grants, preservation easements which will benefit Port developers. He commented that the final page of the waterfront DAE list a group of consulting groups but Heritage was not listed.

Teresa Rea, co-chair of SPUR's Waterfront Committee, indicated that she places a great deal of value on the waterfront's well-being. She has read the 40 "whereas" in the resolution and one is missing. There should be one that expresses some of the exuberance about arriving at this point in the process. There should be one that says... "whereas, this is a really, really, fantastic plan." She indicated that they have worked with Port staff, devoting hundreds of hours to improvements on this plan. They recognized that it has been a collaborative process that has spanned many years and has involved just about everybody. They have previously stated in public their support of the plan. They have spoken about particular concerns but most of them have been resolved in a satisfactory way. They only have but one concern, i.e. the plan is adopted and implemented. The plan has run the marathon, has cleared thousands of hurdles, the plan is ready and right. SPUR is convinced that it is a thorough, thoughtful careful plan and recommend its adoption.

Jeffrey Heller, co-chair of SPUR's Waterfront Committee, indicated that it is indeed a very important day. He congratulated and gave appreciation to both the advisory boards and the staff who worked on this plan. As a member of the TAC, he appreciated the opportunity to work with Port staff. Public access, open space and preservation of the bay views is the pre-eminent responsibility of the plan. In achieving that, all other things including the proper development will be achieved. There is plenty of property in this plan; as long as those things take the highest priority, public will be satisfied and the Commission will indeed have a great plan. He showed the Commission a copy of John Boles' 1968 northeast waterfront plan. It is a beautiful plan, very thoughtful but absolutely worthless. He emphasized that we need a viable plan. To that extent, he pointed out that there has to be a meshing between BCDC,

State Lands and the Port policy. Without it, there is no plan. He thinks we are going in a terrific direction towards that. The key issue to the viability and survivability of this plan is that BCDC and State Lands are comfortable with the plan. If that happens, people can proceed with certainty to get things done and the Port can have its true renaissance. He indicated that he has the greatest respect for Heritage and to David Bahlman as the director. SPUR's policy is clear: (1) they completely agree about the preservation of the important historic resources; (2) they agree that the secondary level of resources, once carefully analyzed, can and should be added in the appropriate level to that list. These are very large structures and that the reuse opportunities within them, if it is deemed some of the elements are worth saving, are quite flexible and a lot can happen. One thing that they feel very strongly about has to do with the core viability of the plan is that there should be no historic districts north of China Basin. The reason that the plan did not succeed over the last 30 years is the layering of bureaucratic challenge to getting anything done. He showed the Commission a copy of a book entitled, The New Waterfront, a summary of the waterfronts throughout the world. It is a book of successes. This is where the Port should be headed.

Commissioner Hardeman recognized the chair of the board, Bob Tufts, for all his diligence and hard work. He also thanked him for the joint meeting, which contributed to the success of the plan.

Mr. Bob Tufts thanked Port staff, three Executive Directors of the Port, the public who contributed to the plan and the committee members - they were knowledgeable, bright and enthusiastic. In spite of their differing views, they still respected one another, listened to one another and came up with a plan in a very cooperative way. Finally, he thanked the Commissioners for considering this and hopefully adopting it.

Jane Morrison thanked staff who worked very hard on the plan and looks forward to seeing it implemented.

Commissioner McCarthy thanked Bob Tufts for leading the committee. It was a very amazing process. She concurred with Mr. Tufts comments. There is an amazing amount of caring for the Port and the waterfront. She urged staff to make certain that this plan does not sit on a shelf and to ensure that a coordination of the plan is addressed every time something comes up and make certain that it is in compliance. She asked staff to start looking at the Pier 15-29 Special Planning Areas and return to the Commission with a recommendation on how staff will proceed. As well as the issues with BCDC and State Lands. She thanked Anne Cook and Diane Oshima for all their hard work.

Commissioner Lee indicated that it's about time this plan is approved. He thanked the advisory board for all their hard work, Port staff and the three Executive Directors and all the Commissioners before him. He is happy to see that this plan is approved. He echoed Commissioner McCarthy's comments about compliance. The plan is as good as the enforcer. It is the Commission's job to ensure that the plan is followed and used as a guideline. He assured the public that the Commission will live up to the commitment and spirit of this excellent plan.

Commissioner Herman commended those on the committee who put together a very elaborate plan and spelled out in great detail how they envision the waterfront to be. He cautioned that while this is a momentous step forward, it needs to have the teeth to tell us exactly what the waterfront is going to look like. He is a strong, consistent believer of having some kind of maritime concept. He is appreciative of the large amount of work that has been vested in this plan. He thinks that the preoccupation of the Port has to be to keep this as a Port, without ferris wheels and roller coasters, with plenty of room landbank to accommodate further change that is going to take place. The industry is changing everyday. We now have 6,000 TEU capacity vessels that are on line. We have companies entering into partnerships. Those partnerships will result in new possibility of significant maritime work on this coast or in the country. He recommended that when you make a plan, consider that dilemma and invest some time and imagination.

He indicated that he has been somewhat confused by the use of the expression "open space." He appreciated the objective of very sincere and knowledgeable people when they advance that argument; however, when the waterfront was constructed, the obsession was to provide maximum space to accommodate whatever land use the waterfront needed, a priority on maritime. While the priority has been dramatically diminished by the change in the industry, their interest was building a community with a magnificence of this city and providing jobs for the people. While the jobs have vanished and we have a policy on this Port Commission, endorsed by the many citizens of the City, for continuing its effort to rebuild maritime in whatever form we could. We are not going to have the large number of vessels no matter what we do but he is convinced that there are ships out there who would be delighted to call at the Port of San Francisco and Oakland if we had a Port that was not designed to preserve what is already disappeared, to preserve the obsolete or to have a revival of the obsolete but to instead to continue it as a waterfront and have that point of view with a vengeance.

He is concerned that the preservation of arches and the development of the waterfront are mutually exclusive propositions. If they are done beforehand,

we can envision, with knowledge and with authority, what the waterfront is going to be. This is a tough bill of goods. The first piece is the preservation, with priority of maritime. We don't know what that means but we have to take it from the stage that it is in and we have to get a revival, a rejuvenation of maritime and put it forward with priority so that you can see what can happen and have people going around the world inquiring and making deals to bring in cargoes that don't fit the technological change but that fit the needs of this community from the waterfront inland. He is sure that everybody aspires to those generally stated propositions but he wishes that we would move with the actual development of maritime. That gives us a map as to how we can draw this waterfront and get our piece of the action. Now, the Port has to see what can be done with the cargoes that are shopping around from all over, a variety that would stun anyone if they knew what types of cargo would be available. On the back burner is new development, on the back burner is knowledge by which we can navigate and we have to uncover that knowledge. We have the authority, in conjunction and in keeping with this plan, to revitalize the maritime department. This has to be done concurrent with a plan like this that has gaping holes that have to be filled as a pre-condition for adopting a broad even with the priorities as they are enunciated or alluded to. While he is certainly not unsympathetic to people who have a passion for open space, for trying to hold on to a piece of the past so that future generations can appreciate the reality of what the waterfront was, we cannot be stymied in our yearning for any possible maritime development so that kids of today and tomorrow would be able to put their hands on that cargo.

He indicated that the plan fundamentally is a good and solid one but you have to have some vision based on the authority of research and people in the field to informl us what kinds of cargoes are available and what needs to be done to get those cargoes. The review has taken place, there is a healthy response from shipowners and shippers who would like to come to San Francisco because it is a premiere port, with or without a cargo. He believes that there has to be a Port that converges where you have this outline which is well drawn but see what we can do for the reality if maritime is important enough to give the priority that it has, then it is important enough to take time out where we try to answer questions based upon what we have learned about the changes and the cargoes that are escaping us because they don't fit containers. He wondered how we are going to handle the consolidation of stevedore, steamship and other companies that ship cargoes so that we have locations and have all the accommodations necessary and that doesn't mean that the waterfront will be damaged. Rather, it would be enhanced because it can be resumed with a respectable amount of jobs and opportunities of industrial development. Industrial development means simply that we cease on every moment to make it into whatever waterfront with whatever limitations there may be but not default

on any of the potential. If this is done concurrent or together with this, there will be room for any development. The Port has the obligation to do it. If it cannot be done, it must be declared and go on with the business as required.

Commissioner Hardeman indicated that if this motion passes, he requested staff to immediately begin to review and encourage proposals in compliance with the WLUP and DAE and bring those back to the Commission. With respect to the items that do not require Commission's approval, they would still have to comply with the WLUP and DAE. He would expect a periodic update, perhaps a couple, by the end of this year, and to begin a 5-year update plan to comply with Proposition H. He emphasized that if staff errs, it errs on the side of maritime. He reiterated that this plan will not be shelved as the Commission and staff will not condone the shelving of the plan. Besides the committee, he thanked Paul Osmundson, Anne Cook, Diane Oshima, Kari Kilstrom, Dan Hodapp for all their work and Doug Wong for having to deal with all the major issues in a short time.

ACTION: Commissioner McCarthy moved approval; Commissioner Lee seconded the motion. All of the Commissioners were in favor; the resolution was adopted.

B. Resolution commending the Waterfront Plan Advisory Board for its dedicated public service in developing the Waterfront Land Use Plan. (Resolution No. 97-51)

Ms. Anne Cook thanked the Waterfront Plan Advisory Board for their three years of intensive work on this plan and three additional years of slightly less than intensive work on this plan. They truly have been a wonderful group of people to work with. They look forward to continuing to work with them over the next year or so as they continue with the implementation of the plan.

She indicated that the advisory board spent countless hours learning about the Port's legal responsibilities, finances, regulatory environment and history, conducting a comprehensive and thorough review of the existing and future needs of maritime activities on the San Francisco waterfront, and identifying development opportunities compatible with these maritime activities.

The board debated, re-debated and one last time debated the wisdom of hotels, ballparks, and other controversial uses on the waterfront. The board struggled over the years to balance all the Port's responsibilities and recommend a fiscally responsible Waterfront Plan.

The board has consistently impressed the Port Commission, its staff and the

public with its open and honest approach to discussing all issues related to developing the Waterfront Plan, always giving due consideration to the ideas, questions, and concerns expressed by members of the public.

The members of the board have helped educate the public about the Waterfront Plan, the Port, and the importance of responsible Port revitalization. They accomplished all of the above with dedication, commitment, good humor and good will. Because of their countless hours of waterfront planning education, research, analysis and meetings, the Advisory Board members have further developed their expertise in community, maritime, planning, architecture, regulatory, financial and other issues affecting waterfront planning, and the Advisory Board has become an ideal community body for soliciting input on waterfront planning issues. It is, therefore, the desire of the Port Commission that the Advisory Board continue to convene on an occasional basis as the Port transitions into the implementation phase of the Waterfront Plan.
The Port Commission recognizes and thanks Advisory Board members Kermit H. Boston, Arthur Bruzzone, Anne Marie Cervantes, Denise Conley, James C. Eschen, Patrick J. Flanagan, Michael Gallette, Lester W. Gee, D. Carl Hanson, Robert Hagedorn, Toby Levine, Denise Hinckle McCarthy, Richard C. Millet, George Mix, Jr., Jane Morrison, Stan Moy, Peter Moylan, George Romero, Nan G. Roth, Marina V. Secchitano, Paul Sedway, Bob Tibbits, Robert Tufts, Julia Viera, Tom Walker, Jay S. Wallace and Esther "b' Woeste for their invaluable contributions and dedication to the creation of the Port of San Francisco's Waterfront Land Use Plan, and solicits their continuing participation and counsel as the waterfront planning process continues.

The Port Commission expressed special thanks and appreciation to Robert Tufts who, as Chair of the Advisory Board, exhibited extraordinary fairness, patience, compassion and leadership, which helped to make the process to develop the Waterfront Plan a model for community planning.

ACTION: Commissioner McCarthy moved approval; Commissioner Lee seconded the motion. All of the Commissioners were in favor; the resolution was adopted.

C. Resolution commending the Waterfront Plan Urban Design Technical Advisory Committee for its dedicated public service in developing Waterfront Design and Access, an element of the Waterfront Land Use Plan. (Resolution No. 97-52)

Mr. Hodapp thanked the Urban Design Technical Advisory group. He acknowledged the following members of the committee who were present at the meeting: Jeff Heller, Sylvia Kwan, Eva Liebermann and Stuart Morton. The TAC members laid the ground work for defining the visual quality and

architectural character of the waterfront in the years to come. This type of recommendations could only be reached by a group of individuals who are among the most talented in their field, the most knowledgeable about the Port's waterfront, the most respected by their peers and willing to listen and work with ideas around them. He then read the resolution and requested the Commission to recognize Jeffrey Heller, Marc Holmes, John Kriken, Sylvia Kwan, Joe LaClair, Vince Lattanzio, Toby Levine, Eva Liebermann, and Stewart Morton as valued members of the Waterfront Plan Design Technical Advisory Committee, who provided the Port of San Francisco with expert guidance in producing the Waterfront Design and Access Element.

ACTION: Commissioner Lee moved approval; Commissioner McCarthy seconded the motion. All of the Commissioners were in favor; the resolution was adopted.

8. FINANCE AND ADMINISTRATION

9. CONSENT CALENDAR

10. NEW BUSINESS / PUBLIC COMMENT

Jane Morrison indicated that she has been a chief advocate for open space and since Commissioner Herman interpreted it a certain way, she responded to his comments. The main thing she would like to see on the water would be cargo ships. Maritime has always been the priority. Open space is one way of keeping the waterfront open for more maritime development in the future. The ships will always be welcome.

Michael Levine indicated that he is concerned about things he sees in the news with respect to historic preservation. He is, however, glad to see the historic preservation of the Ferry Building and the piers and pier bulkheads. He does not want to see any of those precious architecturally interesting and historically important pier bulkheads go. He would like to see the return of maritime but does not want to see the sacrifice of what is so historic and architecturally important in this City. He is glad that there is a plan to guide everyone involved. He offered his congratulations on completing this great plan.

The meeting was adjourned in memory of Leo Brien, a friend and colleague from the Port of Oakland. The meeting was adjourned at 6:30 p.m.